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ABSTRACT

General and targeted programs and agencies in the Michigan Departments of Education, Social Services, and Labor that address the employment and training needs of the State's Hispanic population are described and analyzed in this report. Three different papers, each dealing with programs offered by one of the three departments, are bound together in this volume. The papers on the activities of the Departments of Education and Social Services follow the same format. Each begins with a brief overview of the problems of Michigan Hispanics relevant to the department's concern, and then proceeds to detailed descriptions of the particular programs offered and the service areas covered. The department organizational structure is outlined, the process used for selection of the service areas and programs to be analyzed discussed, and the format used in analyses of individual programs is explained. Each service area or program is generally described and analyzed in terms of target clientele, service data, and needs or goals and implications of the preceding analyses are considered. Finally, the paper on the Labor Department describes and analyzes the department's major agencies and programs, including Comprehensive Employment and Training Act, Bureau of Community Services, and Michigan Employment Security Commission programs, as well as programs of the Michigan Youth Corps. The implications of these analyses are considered. The three papers in this volume contain many statistical tables. (KH)

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# EMPLOYMENT AND TRAINING NEEDS OF HISPANICS IN MICHIGAN

## AGENCY SERVICES

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Office of Management Practices
Department of Management and Budget
State of Michigan

UD024203

# EMPLOYMENT AND TRAINING NEEDS OF HISPANICS IN MICHIGAN

Department of Education

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Michigan Commission on
Spanish Speaking Affairs

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September 1984

## PREFACE

This report is part of a four-volume series on employment and training needs of Hispanics in Michigan. In the areas selected for analysis, the objective is to provide documentation and rationales toward a more informed advocacy agenda.

The complete series consists of separately bound but related reports. Respective volumes and individual reports are:

- Socioeconomic Status
  - Census Analysis
  - Hispanics in Adrian and Lenawee County
  - Hispanics in the Greater Lansing Area
- Statistical Handbook
- Agency Services
  - Education
  - Social Services
  - Labor
- Program Design

All reports have been produced through a project funded by the Bureau of Employment and Training, Michigan Department of Labor, under a Comprehensive Employment and Training Act (CETA) Special Governor's Grant.

The Office of Management Practices has carried out project activities on behalf of, and in cooperation with, the Michigan Commission on Spanish Speaking Affairs. Throughout the project an advisory group, chaired by Commissioner Juan Marinez, has furnished guidance on scope and methods, monitored progress, and reviewed successive draft reports.

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# EXECUTIVE SUMMARY

## Introduction

This report briefly describes and analyzes programs provided by the Michigan Department of Education which either are targeted specifically for Hispanics or whose functions relate significantly to Hispanic concerns.

An initial challenge is to identify the clienteles to be served. From the 1980 census, for example, the potential population of Michigan Hispanic students of an age to be in kindergarten through 12th grade is estimated at more than 49,000. Actual enrollments for the 1979-80 school year, however, amount only to 33,000 in the public schools and possibly 3,600 or so in the private schools. Depending on assumptions as to the reliability of various related statistics, the difference of more than 12,000 may represent the population of dropouts.

## Approach

The framework for this report is the department's latest available organization structure. Under the State Board of Education, the department has an Executive Office and five bureaus. Selected programs are described and, where possible, Hispanic participation rates are provided.

## Analyses

### Executive Office

- Office of Hispanic Education

  This unit, established in 1974, assists other bureaus in addressing educational needs specific to Hispanic students. Among issues of concern are language and cultural problems, lack of continuity in education for migrant children, and in particular the high dropout rate for Hispanic students. The Office's initiatives are estimated to have had an impact on up to 42,000 K-12 and postsecondary Hispanics in FY 1980. Beyond designing and coordinating educational programs, this Office also serves liaison functions with local communities.

  While Hispanics were expected to constitute 2.45% of the 5-17 year age group, in FY 1980 they were only 1.8% of K-12 public school students. However, while Hispanics constituted 1.16% of high school graduates that year, they had a slightly higher (1.3%) representation in postsecondary institutions.

Bureau of Postsecondary Education

- Student Financial Assistance Services

The Department also provides scholarships, tuition grants, and student loans for postsecondary programs. These programs are targeted to those financially unable to provide for their own education. Scholarship programs also are available for students who qualify academically. In FY 1980, Hispanics received .6% of the 20,000 State Competitive Scholarships and 1.3% of the tuition grants, both below their population proportion. There was no ethnic/racial information available on participants in Student Loan programs.

- Teacher Preparation and Certification Services

The Department of Education provides certification for teachers in the state who meet defined requirements. It conducts a Teacher Preparation Program to ensure quality instruction. In FY 1980, there were 451 certified Hispanic professional and instructional staff statewide, compared to a Hispanic public student body of 33,000: a ratio of 1 to 73. There was a wide variation in student/teacher ratios among the counties. Lack of Hispanic staff may be mitigated to some degree by use of teacher aides.

Bureau of Educational Services

- School Program Services (Bilingual/Migrant Education Program)

  - Bilingual Education

In Michigan, bilingual classes currently are offered in 25 languages, among 67 school districts. As of 1979-80, approximately 22,000 children were reported to be eligible for this program. Available funding allowed 18,555 students to be served. In the FY 1981 client population, around 56% were estimated to be Hispanic.

  - Migrant Education

There have been significant problems in assessing the size of the migrant group due to local option programs, record transfers, and mobility of students. In FY 1981, Michigan had an estimated 16,000 migrant students in public education programs. This compares with an estimated 19,500 eligible to be served.

- Special Education Services

Special Education is the largest categorical education program in Michigan. Costs for Special Education approached $450 million in the

1980-81 school year. Unfortunately, program data is not tabulated by racial and ethnic categories, so it is not possible to analyze patterns of service to Hispanics.

- Vocational-Technical Education Services

  In FY 1980, 126,000 secondary and 226,000 postsecondary students, along with another 130,000 adults, took part in vocational training. This indicates that 41% of secondary students were enrolled, falling short of the program goal of 66%. In secondary classes, Hispanics constituted from 1.2 to 1.4% of participants. While the general completion rate was 50%, the rate for Hispanic students was 42%.

  A majority of Hispanic students who do complete high school are unable or unwilling to pursue a college education. A survey in 1981 found that, of the Hispanic high school graduates that year, 57% would not go on to college, and 4% of those who would were to be in non-degree programs. No data was available on Hispanic participation in special education courses.

- Adult Extended Learning Services

  This program is for adults who have not completed high school or who have other educational deficiencies or needs. Hispanics were represented well over their population share in Adult Basic Education Classes in FY 1981, with 4,000 individuals accounting for 8.4% of enrollments. No data was available on how many completed the program. In the Adult Occupational Education programs, Hispanics were 1.3% of enrollees and 2.7% of completers.

Bureau of Rehabilitation and Disability Determination

This bureau provides training and educational services to those having handicaps. The objective is to promote the highest degree of independent living and to reduce dependency on public assistance. Programs include Home Employment Options and Residential Services. These programs have evidenced significant degrees of success. In FY 1981, of the 53,000 receiving services, 684 or 1.3% were Hispanic. In the previous fiscal year, Hispanics were 1.1% of the 8,000 successfully closed cases.

## Implications

For purposes of advocacy or action, implications of the analysis include improvements in data collection, program monitoring, and program planning. Selected examples include better data on Hispanic school enrollments, development of a variety of reporting on placement of Hispanics after skills training, and enhanced delivery of educational services to migrants.

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# CHAPTER I
# INTRODUCTION

## Purpose

This report describes and analyzes both general and targeted programs in the Michigan Department of Education (MDOE) which particularly affect the Hispanic population. Its purpose is to provide information on each program in order to help develop implications for potential improvements in educational services to Hispanics in Michigan.

## Context

Michigan Hispanics are younger than their non-Hispanic counterparts. Needs for educational services therefore are greater than shown by their proportional total of the general population. Linguistic and cultural differences, which sometimes assist in targeting programs, can add to difficulties in service delivery.

A major problem is that currently we lack reliable base figures even on something as apparently simple as the total number of Hispanic students living in Michigan. The 1980 Census, for example, showed that 30.47% of the resident Hispanic population in Michigan were between 5 and 17 years of age. This means that potentially there should have been around 49,000 Hispanic K-12 students. Out of the 1,863,667 students in Michigan schools during 1979-80, public school enrollment figures show, however, that there were only 33,016 Hispanic students. The difference, amounting to more than 16,000, represents nearly half as many Hispanic students as are enrolled in the public schools. Some of the more than 16,000 "missing" Hispanic youth may be dropouts. Due to the way enrollments are calculated, analysis of this discrepancy is complicated. Dropout rates for Hispanics are reported annually for the public schools and cumulatively for the private schools. According to these estimates, the least number of public school dropouts is 3,533 per year. The highest estimate of private school dropouts is 182 over 12 years. (It must be pointed out, though, that private school figures often are unreported and are not considered reliable.)

Michigan also has a sizeable number of Hispanic migrants. Data available on the migrant K-12 population compounds the problem of determining base figures. The migrant student record transfer system, for example, reports that Michigan had 16,849 migrant students in 1980-81. Eleven and one-half percent of these were intrastate migrants (1,938). Depending upon when the migrant students were counted, they may be included with the resident students. Late fall season interstate migrants may be counted before they leave. When they are included with some of the intrastate migrants, this inflates the public school enrollments. But they would not be included in the U. S. Census residents age 5-17 base numbers of potential K-12 students. The numbers of unenrolled age 5-17 Hispanic children in 1980-81 therefore could range several thousand over the available estimate of 12,684.

## Contents

The report analyzes recent material, from or on the department, in the following order:

- Approach - The department organizational structure is given, followed by discussion of the process used for selection of the service areas and their programs, and the format used in analyses of individual programs.

- Analyses - Where available, base numbers for populations served are established, in general and for Hispanics. Reported service delivery figures are compared with estimates of numbers in need.

- Implications - This chapter focuses on significant issues in terms of potentials for improved data collection, program monitoring, or service delivery.

# CHAPTER II
# APPROACH

## Department Structure

The department is organized, under the elected State Board of Education, into an Executive Office, five bureaus, and a number of offices and other special bodies. Each bureau functions under the authority of an associate superintendent. Bureaus are subdivided into services, each containing clusters of related programs:

- Postsecondary Education - higher education management, student financial assistance, teacher preparation and certification
- Planning and School Management - school management, residential education, planning, research, and information
- Educational Services - (elementary and secondary) school program services, special education, vocational-technical education, adult extended learning
- Rehabilitation and Disability Determination - vocational rehabilitation, disability determination
- Finance, Legislation and Personnel - department services (accounting, budgeting, data processing, etc.), state and federal relations, personnel management

Chart 1 shows the organizational structure for the Department of Education as of March 1984.

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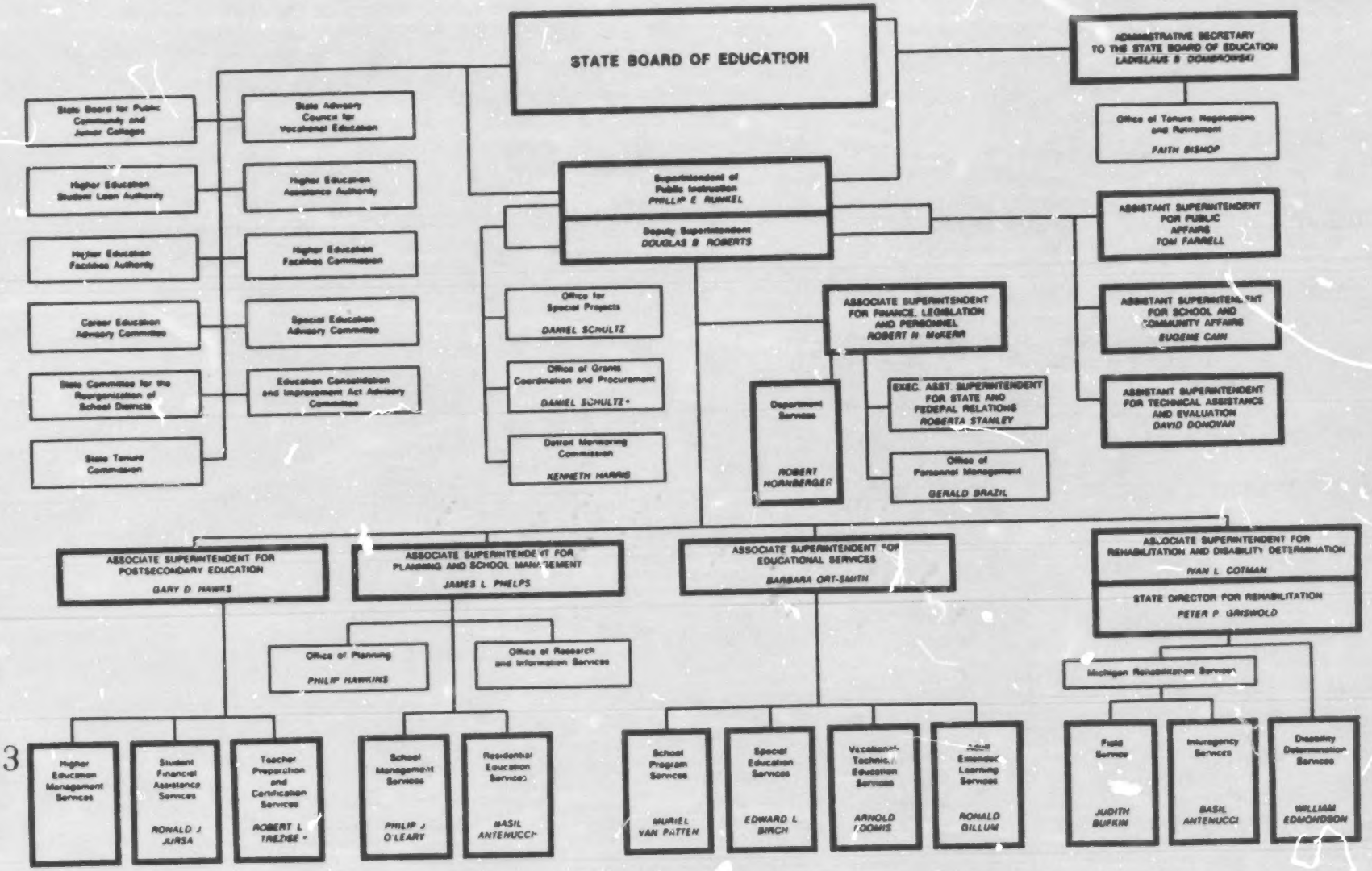
CHART 1 - Department Organization

MICHIGAN DEPARTMENT OF EDUCATION




*Acting
March 1984

Department of Education appropriations for the 1983-84 fiscal year were $426,976,750. Budgeted full-time equivalent staff and appropriations, by appropriation units, are:

Table 1
Department Positions and Appropriations
FY 1983-84

| Appropriation Unit | FY 84 FTE Positions | FY 84 Appropriations Totals |
|---|---|---|
| Board/Superintendent | 95.0 | $ 6,683,950 |
| Department Services | 52.0 | 2,424,900 |
| School Management | 47.5 | 2,835,000 |
| Technical Assistance | 30.0 | 2,032,000 |
| School Program | 74.0 | 3,673,100 |
| Special Education | 54.0 | 2,648,600 |
| School for the Blind | 127.0 | 4,332,200 |
| School for the Deaf | 149.0 | 4,780,900 |
| Vocational/Technical | 69.5 | 3,174,900 |
| Vocational Rehabilitation | 720.0 | 27,788,700 |
| Disability Determination | 649.0 | 38,285,100 |
| Higher Education | 17.0 | 775,500 |
| Teacher Preparation | 17.0 | 650,100 |
| Financial Assistance | 114.0 | 6,914,600 |
| Adult Learning | 35.0 | 1,762,800 |
| Data Center | 56.0 | 3,483,500 |
| Grants | .0 | 314,730,900 |
| Operations Total | 2,306.0 | $426,976,750 |
| Capital Outlay | .0 | 0 |

Source: State of Michigan 1984-85 Executive Budget

In the context of this report, there is a particular interest in how many department staff are Hispanic. The Equal Employment Opportunity Statistical Report: 1979 shows a department total of 2,376 employees, of which 48 (2.02%) were Hispanic. The Department of Civil Service Annual Work Force Report for 1981-82 cites 2,319 employees, including 43 (i.e., 1.85%) Hispanics.

## Methodology

To maximize possibilities for understanding and affecting how the organization functions, all analyses were carried out in relation to the department structure described above.

First choices for analysis, whether specially targeted to Hispanics or with general application to all students, were services or programs which directly serve students. Given very limited resource, project scope necessarily had to focus on areas of greatest general interest. Programs which serve functionally specified students, such as the Schools for the Deaf and Blind, therefore were excluded. Support service areas similarly could not be treated.

For each area to be studied, project staff began by obtaining basic documents management plans, statistical reports, special studies, etc. To clarify organizational missions and issues, and to elicit additional data, agency staff were contacted by telephone. After the data was received and studied, staff were recontacted to verify findings or conclusions.

In the chapter which follows, each service area or program is analyzed in terms of:

- Service Area or Program Description - from budget and management plan documents and/or available agency publications
- Target Clientele - general or specific, depending on the organizational mission
- Service Data - based on what is reported or available from budget or program staff
- Findings and Conclusions - comparisons of needs or goals with available data on clients or services

## CHAPTER III
## ANALYSES

### Executive Office

Assistant Superintendent for School and Community Affairs (Office of Hispanic Education)

At a relatively direct reporting level in relation to the Superintendent of Public Instruction, there is a unit which specifically addresses Hispanic interests. The Office of Hispanic Education, under an Assistant Superintendent who heads the Office of School and Community Affairs, was established on July 1, 1974.

This agency:

- Provides leadership and assistance to other units of the department on matters concerning the educational needs of Hispanics.
- Serves as the liaison unit of the department with Hispanic communities throughout the state.

The Office of Hispanic Education provides services which potentially affect the more than 36,000 Hispanic students in K-12 education and approximately 7,000 in postsecondary education. In addition, an unaccounted number of Hispanic students in Adult and Continuing Education programs benefit as well. The Office pursues its goals by working with:

- Approximately 200 school districts which have enrollments of 100 or more Hispanic students in K-12 programs.
- More than one-third of the 29 public two-year colleges in the state which are located in areas with high concentrations of Hispanic population.
- The 15 public four-year colleges and universities in Michigan.
- Approximately one-third of the 52 non-public two-year colleges and universities situated in areas where there are significant enclaves of Hispanics.
- More than 100 community-based organizations and local advisory councils.
- Other units of the MDOE responsible for services and programs related to Hispanics in Michigan. Included are Bilingual and Migrant Education, Vocational Education, Special Education, Higher Education, Technical Assistance and Evaluation, Research and Information, School and Community Affairs, and Adult and Continuing Education.

- Other state agencies, primarily the Department of Civil Rights, the Department of Management and Budget (Commission on Spanish Speaking Affairs), and the Department of Social Services (Office of Migrant Services).

This month, the office submitted to the State Board of Education for review and discussion a detailed report on Hispanic school dropouts. The report includes:

- A survey of Hispanic dropouts and graduates, as well as their parents, on the causes of high student attrition.
- An exploratory study on performance in the Michigan Educational Assessment Program tests by Hispanics and other racial/ethnic groups.
- Recommendations geared to preventing the high dropout rate among Hispanics.

Estimates of the target clientele for this office suffer from the problems cited in Chapter I above. For K-12, the Hispanic share of the 5-17 Michigan resident age group, using a method relating to the U. S. Census, is 49,341 (2.45%). Looking at higher education, the target group may be considered to be cohorts such as the 1,581 (1.16%) Hispanics among Michigan's 136,104 high school graduates in 1980-81.

Data from the School Racial-Ethnic Census for 1978-79 and 1979-80 shows that the K-12 public school enrollment for Hispanics was 33,016, or 1.8% of the total enrollment. Some of the 16,849 migrant students, 85% of whom are Hispanic, may be included in the K-12 enrollment figures. Michigan college and university enrollment figures for 1980-81, given in Table 2 below, show 6,111 Hispanics enrolled, amounting to 1.31% of the total.

Table 2
Michigan College and University Enrollments
1980-81

| Enrollments | Total | Hispanic | |
|---|---|---|---|
| | | Number | Percent |
| Public Four Year | 221,433 | 2,155 | .97% |
| Community Colleges | 183,312 | 3,214 | 1.75% |
| Independent Colleges | 61,572 | 742 | 1.21% |
| | 466,317 | 6,111 | 1.31% |

Source: Compiled from the Joint Task Force Report - 1982, Michigan Departments of Education and Management and Budget, State Board of Education, and Office of the Governor.

## Bureau of Postsecondary Education

The Bureau of Postsecondary Education contains three service areas. The areas included in this report are:

- Student Financial Assistance Services
- Teacher Preparation and Certification Services

### Student Financial Assistance Services

This service area includes programs for scholarships, grants, and student loans. The State Board of Education has included the dual goals of equality of access and freedom of choice in postsecondary education as part of its State Plan for Higher Education. Governors have enunciated these objectives in periodic messages to the Legislature, and the Legislature itself has enacted laws and appropriated substantial amounts of money to implement these goals. Activities administered by this agency include:

- Competitive Scholarship Program - This program is intended to provide financial assistance to students who demonstrate above-average academic achievement and who lack sufficient resources to meet their full educational expenses.

- Private College Tuition Grant Program - This program provides direct grant assistance to students with demonstrated financial need. It is an effort to partially offset the higher tuition charges encountered by students enrolling in approved private colleges within the State of Michigan.

- Tuition Differential Grant Program - This program provides a non-need "entitlement" to Michigan residents seeking to attend an approved private college in the state. It is intended to partially offset the higher tuition costs at the private institutions. The grant has been described as a counterpart to the per student appropriation made to public colleges and universities each year through legislative appropriations.

- Legislative Merit Award Program - This program is of much more modest size than the others identified above. It is intended to recognize and encourage outstanding academic achievement. A one-time stipend of $1,000 is provided to each student without reference to financial need. Only a limited number of awards are granted; recently, 150 per year.

- Guaranteed and State Direct Student Loan Programs - These programs involve loans arranged through private financial institutions but guaranteed by the state, and state direct loans in cases where private loans are not made. They are cost efficient in that very little direct state appropriation is required. Students borrow private or federally provided funds and are required to repay the loans within a reasonable period after terminating their studies.

Each of these programs is targeted at slightly different segments of the total postsecondary school population. In the Competitive Scholarship Program, approximately 45,000 graduating high school seniors each year take the necessary college entrance examinations. Those students who achieve a qualifying score are eligible to apply for scholarship aid during each of their four years of postsecondary schooling.

State scholarships are not specifically directed at target groups. Of the 21,520 scholarships issued between July 1980 and June 1981, 121 (.6%) went to Hispanics. In 1981, there were 1,581 Michigan Hispanic high school graduates. Responding to an MDOE survey, approximately 600 reported that they would be enrolled in college. This means that only one out of five Hispanic high school graduates qualified for a state scholarship, compared to one out of 3.3 non-Hispanic graduates.

Tuition grants similarly are not targeted to specific social groups. Of the 11,748 tuition grants issued between February 1980 and June 1981, 157 (i.e., 1.3%) went to Hispanics.

In the 1980-81 school year, there were 131,532 students in the Guaranteed Student Loan Program, with loans totaling more than $278 million. For the 1980-81 State fiscal year, approximately 25,000 direct student loans were projected, totaling around $47 million. With regard to both loan programs, however, no data is available on racial/ethnic characteristics of recipients.

Teacher Preparation and Certification Services

The Teacher Preparation and Certification service area combines preparation, certification, and special endorsements functions. Mandated public education requires preparation and certification of a teacher workforce. Local education agencies can only hire teachers who are appropriately certified for teaching in a given area or level. New demands in areas such as reading, special education, vocational-technical education, and bilingual education require sometimes scarce specialized competencies. For Hispanics and others, there is a widespread belief in the benefits of minority students having instructors of their own ethnic/racial group. Easier accessibility and "role model" influence are cited as reasons.

The recent distribution of Hispanic public school professional instructional staff and students by counties is shown in Chart 2 below. It shows wide variations in numbers of both teachers and students. Numbers of Hispanic teachers range from zero to 102, numbers of Hispanic students from zero to 5,770. The state average Hispanic teacher to student ratio in the public schools is 1 teacher for about 73 students.

There are six counties in the State with no Hispanic students enrolled and no Hispanic teachers. The remaining 43 counties with no Hispanic teachers have from two to 364 students per county. Twenty-seven counties each have fewer than 25 Hispanic students, four counties have 26 to 50, three counties have 51 to 75, and nine counties have more than 75 Hispanic students.

CHART 2

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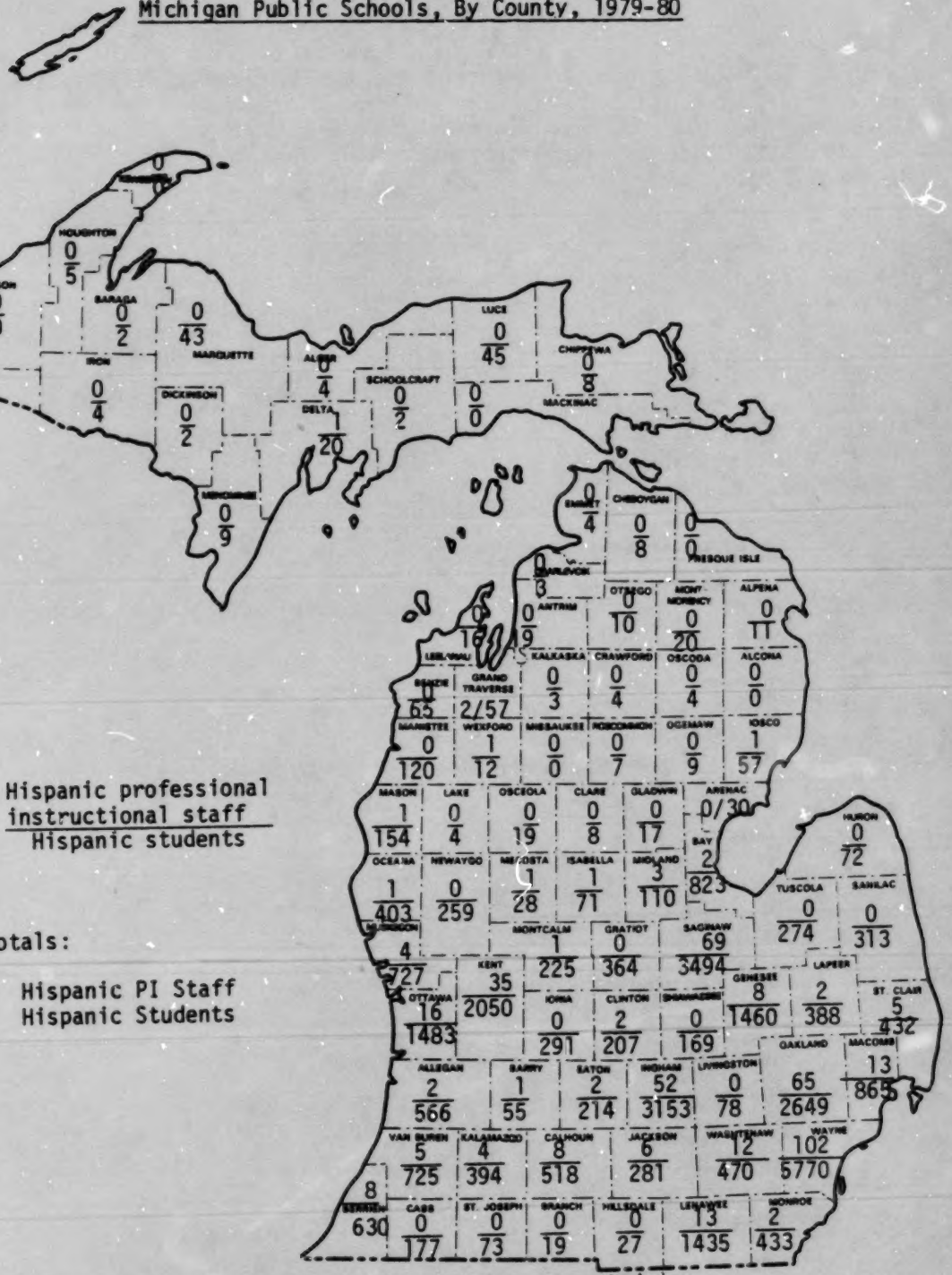
Hispanic Teacher/Student Ratios In
Michigan Public Schools, By County, 1979-80




Ratio: Hispanic professional instructional staff / Hispanic students

State Totals:

451 / 33016 Hispanic PI Staff / Hispanic Students

Source: Compiled from local school district data reported in: School Racial-Ethnic Census 1978-79, 1979-80, April, 1982. Michigan State Board of Education.

For the counties where there are one or more Hispanic teachers, the smallest ratio is in Wexford County, with one teacher for the 12 students enrolled. The highest ratio is in Bay County, with one teacher for every 416.5 enrolled students. There are two counties with fewer than 25 students per teacher, six counties with 26-50, nine counties with 51-75, and 17 counties with more than 75 students per teacher.

## Bureau of Educational Services

The bureau contains four service areas. Programs from all four are covered in this report.

### School Program Services (Bilingual/Migrant Education Program)

The Bilingual/Migrant Education Program, mandated by Public Act 294 of 1974, is a part of School Program Services. A major goal of this program is assisting bicultural children to develop and maintain English language skills. In the Common Goals of Michigan Education, the State Board of Education states that Michigan education programs must endeavor to meet the needs of students with language skills in their native language while they acquire skills in English. Students should be assisted to achieve in all subject areas at a rate commensurate with their age, ability, and grade level. In FY 1980, for economic reasons, the separately funded programs for bilingual and for migrant education were combined into a jointly administered program.

- Bilingual Education

  Program staff provide technical assistance and program monitoring on courses offered by local school districts. The objectives of these special courses are to remedy adverse effects of language, cultural, and mobility differences and to move students to levels of attainment appropriate to their age levels.

  In Michigan, bilingual classes currently are offered in 25 languages, among 67 local school districts. A district is eligible for state funds if it has 20 or more eligible students. As of FY 1980, there were a reported 21,987 children in Michigan eligible for bilingual education programs. Available funding allowed 18,555 students to actually receive bilingual education. In that year, the districts employed 228 endorsed bilingual teachers, 231 teachers with emergency permits, and 352 bilingual teacher aides.

  Not all students in bilingual classes are migrants or Hispanic. Of the 32,000 students designated as Limited English Speaking (LES) in FY 1981, 18,000 or around 56% were Hispanic.

- Migrant Education

  In the area of migrant education, recent reports indicate approximately 19,500 migrant and former migrant students eligible to be served. Around 16,000 of this total actually received program services.

District eligibility--according to interstate, intrastate, and five-year "settling-in" populations--is outlined under Title I ESEA Public Law 95-561 migrant legislation. The target population is children of migrant parents, who have experienced little success in the public schools, due to their interrupted formal education as well as their linguistic and cultural background. Migrant children are concentrated among 46 school districts, in 30 counties. Statewide, around 88% are Hispanic.

Services provided include a summer school program and a regular school year pull-out program. Program goals are to have students:

- Experience educational continuity
- Receive educational services which will compensate for interruptions in their educational careers.
- Show gains in achievement in the basic skills.
- Benefit from preschool training so that they enter school at the same readiness level as their non-migrant counterparts.
- Be able to better understand classroom content matter.
- Develop better communication skills.
- Improve their self concept.
- Remain in school longer.
- Enjoy better health and exhibit better health habits.
- Experience increased parental interest in their education.

Statistics on migrant education students can vary significantly. Some school districts, for example, by local option conduct their own migrant education programs without state or federal funding. They do not report in the national Migrant Student Records Transfer System (MSRTS), so those figures are low in terms of migrant students eligible or actually served. (Presumably, they do report all of their students on the School Racial-Ethnic Census.) A recent MSRTS report shows that there were 16,049 migrant students, in 50 school districts, officially eligible for the $5,400,000 in available Federal funds. Informed estimates, however, suggest that there are some 2,000 others who are too transient to be picked up in Michigan school district MSRTS reports. In other instances, districts apparently gain school aid funds for "Fourth Friday count" migrant students who may not be around to receive services later in the school year.

Special Education Services

The Special Education Services area includes special education programs in Local School Districts (LSD), Intermediate School Districts (ISD), and the Schools for the Blind and Deaf. Mandated special education is not new to Michigan. In 1971, Michigan enacted a comprehensive special education law (P.A. 198 of 1971) which took effect on October 10, 1973. In 1973, the U. S. Office of Civil Rights enacted P.L. 93-112, the Rehabilitation Act of 1973, Section 504, Part 84, contains rules and regulations pertaining to nondiscrimination on the basis of handicap in federally assisted programs. In 1977, Congress enacted P.L. 94-142, the Education of All Handicapped Children Act.

The interfacing of these laws has led to an extremely comprehensive special education delivery system in Michigan.

Special Education makes up the largest categorical education program in the State of Michigan. In the 1980-81 school year, costs for special education approached $450 million. The scope of special education encompasses over 159,000 handicapped individuals in 576 local school districts, 57 intermediate school districts, nine Department of Mental Health institutions, the Michigan School for the Blind, and the Michigan School for the Deaf. There were approximately 50,000 instructional personnel (10,000 special education, 10,000 related personnel, and 30,000 regular educators).

In the same year, supplemental services were delivered to 11,587 handicapped children. Five thousand handicapped students were served in state-operated institutions, including 483 deaf and/or blind children. Currently, since program data is not tabulated by racial/ethnic categories, it is not possible to describe or analyze patterns of service to Hispanics.

Vocational-Technical Education Services

The Vocational-Technical Education Services area covers a wide range of job-oriented counseling and training programs. Recent program responsibilities involve approximately $30 million in federal funds and $65 million in State funds. Due to federal matching requirements, responsibilities also include an estimated $140 million in local dollars. These funds are used to:

- Extend, improve, and where necessary, maintain existing programs of vocational education.
- Develop new programs of vocational education.
- Develop and carry out such programs so as to overcome sex discrimination and sex stereotyping, and to furnish equal opportunities in vocational education to persons of all races and ethnic backgrounds.

Students may be those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who need to upgrade their skills or learn new ones, those with special handicaps, or those in postsecondary schools. Interested students have ready access to quality vocational training targeted to be realistic in the light of actual or anticipated opportunities for gainful employment.

In the 1980-81 school year, vocational-technical education programs employed 485 educational agents. They served approximately 150,000 secondary students with skills training in 4,165 approved vocational-technical education programs in 97 occupational areas, and 121,757 students in consumer and home economics programs. Approximately 97,000 postsecondary and 45,000 adult students receive occupational training in 1,200 programs (with 30,000 courses) operated by 32 postsecondary institutions.

Twenty-five thousand of these vocational education students were members of vocational student organizations. These youth groups provide opportunities for leadership development and an expansion of classroom learning. Seven thousand one hundred of the students in cooperative education programs have received certification for Targeted Jobs Tax Credits. One hundred and sixty projects encompassing 416 educational agencies, including 19 postsecondary institutions, served approximately 17,447 disadvantaged, 5,533 handicapped persons, and 646 persons of limited English proficiency in vocational education programs.

In all instances, the population currently served by vocational-technical education fell short of estimated real needs. At the secondary school level alone, current vocational enrollment was estimated to represent 41% of the students against a goal of 66%.

For evaluative purposes, an annual statewide follow-up survey of vocational education students is conducted. Data collection and analysis includes the current employment/continuing education status of students, their hourly pay rates, and indices of their degree of job satisfaction and adequacy of vocational training. An employer follow-up, required by federal legislation, requests employers to rate the technical knowledge, work attitude, and work quality of Michigan's vocational education students. Employers also evaluate the overall training of these students and compare their job performance to that of other employees.

In 1980-81, enrollment of Hispanic youth in secondary school age vocational education programs varied between 1.2% and 1.4% of the total enrollments (see Table 3). The data is reported separately for grades 9-10 and 11-12, because 11th-12th graders could be employed while in training, giving them a different completion rate.

Table 3
Vocational Education
July 1, 1980 - June 30, 1981

| Grades | State Total | Hispanics | % |
|---|---|---|---|
| 9 - 10 Enrollees | 104,963 | 1,310 | 1.2% |
| 11 - 12 Enrollees | 104,205 | 1,429 | 1.4% |
| Completers | 51,780 | 606 | 1.2% |

Source: Vocational Education Data System Report for Michigan, July 1, 1980 - June 30, 1981.

The percentage of Hispanics in vocational education is lower than the 1.8% Hispanic share of overall public school enrollments. Forty-two percent of the Hispanic students complete vocational education programs, compared to a 50% completion rate in general.

Additional information may be obtained from the 1981 High School Graduate Survey, compiled by MDOE. Fifty-seven percent of graduating Hispanics report that they will not enroll in college programs after graduation, and 4% report that they will enroll in non-degree programs.

The 1981 graduating class base numbers are given as 935 (non-college) and 69 (non-degree) Hispanic students. These numbers are very rough approximations, but in any two-year span there would be 1,370 Hispanic students potentially interested in vocational education in the postsecondary group.

Adult Extended Learning Services

The Adult Extended Learning Services area contains two programs: Adult General Instruction and Adult Occupational Instruction. Until the recent reorganization, Adult Extended Learning was a separate bureau which included the State Library. The Library of Michigan is now administered directly by the Legislature. Remaining programs have been consolidated into the Bureau of Educational Services.

- Adult General Instruction

  The Adult Basic Education program is designed to provide technical assistance and monitor and evaluate approximately 100 local school districts who have received federal adult education funds. Local programs are directed toward adults who are functioning at or below the 8th grade level.

  The major objective of the Continuing Education program is to provide ongoing instructional and community service opportunities to adults who have not received sufficient education to meet their needs. The program operates through postsecondary institutions, private and public social agencies, unions, businesses, and industries.

  The purpose of the General Educational Development (GED) program is to regulate GED test administration and issue high school equivalency certificates. This program ensures that the test is available to Michigan adults who wish to obtain the equivalent of a high school diploma. Around 40% of the State's adults do not possess a high school diploma. The program operates in coordination with adult high school completion.

  The 750,000 adults who have completed less than eight grades of education, the 20% of the adult population who are functionally illiterate, and those in need of English as a second language, are the largest population for Adult Basic Education. The service population for Continuing Education was not identified specifically. The GED program is available to anyone who has identified their general education levels. Each year, 18,000 individuals take the GED test to obtain a high school equivalency certificate.

The 1980-81 summary data in Table 4 shows 4,263 (8.4%) Hispanics were enrolled in Adult Basic Education programs out of a total of 50,774. Whenever possible, counselors help the students to establish their own goals at enrollment. Those who completed their objectives numbered 9,993, but there is no data on how many of them were Hispanic.

Table 4
Adult Basic Education: Federally Funded
Local School District Programs, 1980-81

| | State Total | Hispanic | % |
|---|---|---|---|
| Enrollees | 50,744 | 4,263 | 8.4% |
| Unemployed and Available | 25,460 | | |
| Employed | 8,290 | | |
| Completed their Objectives | 9,993 | Not available | Not available |
| Total personnel | 1,867 | | |
| Full-Time Equated | 586 | | |
| Part-Time | 1,205 | | |
| Volunteer | 76 | | |

Source: Michigan Department of Education statistical reports.

In the 1980-81 fiscal year, the Continuing Education program impacted on approximately 40,000 citizens within the State. Over 40 postsecondary institutions were involved, directly or indirectly. The GED supports 155 GED Testing Centers which issue over 10,000 high school equivalency certificates annually. Frequently these certificates are used by adults to enroll in apprenticeships, obtain employment, or be admitted to college.

There are more Hispanics enrolled in Adult Basic Education than their share of the general population. There is no data available, however, to determine if Hispanics complete their programs at a parallel high level. The data does not reveal Hispanic participation levels for Continuing Education and GED.

- Adult Occupational Instruction

The Occupational Instruction programs are designed to insure that:

- Eligible veterans receive a quality education
- Training and employment activities are available for (as of 1980) CETA eligibles
- Classroom instruction for building trades apprentices is available.

Target populations, as of 1980, included 20,592 eligible veterans, 40,000 CETA eligibles, and 1,900 building trades apprentices.

-- Adult Occupational Education - Veterans

The purpose of this program is to insure that the over 20,000 eligible veterans (20,592 as of March 1980) attending the 1,029 approved Michigan educational facilities, public and private, receive a quality education. Services provided under this program are the approval of facilities for the training of veterans, monitoring and inspection of these facilities, evaluation of curriculum, training materials, equipment and staff, and clinics and workshops for approved facilities.

-- Adult Occupational Education - CETA (now JTPA)

This program was designed to provide employment and training activities for underemployed and unemployed persons who were CETA eligible. Actual training was carried out through 33 local prime sponsors and approximately 200 training sites. For FY 1980, training programs were offered to over 6,000 persons within the State. With the declining economy, it was anticipated that the number of CETA eligible persons would increase from 250,000 to 400,000 in FY 1981.

Primary criteria used in determining eligibility were:

- Unemployed - A person who is without a job for at least seven consecutive days prior to application for participation.

- Underemployed - A person who is working part-time, but seeking full-time work.

- Economically Disadvantaged - A person who is either a member of a family which receives public assistance or a member of a family whose income during the previous six months, on an annualized basis, was such that the family would have qualified for public assistance if it had applied for such assistance.

The report in this volume on Department of Labor services provides more information on the Job Training Partnership Act of 1983.

-- Adult Occupational Education - Building Trades

The purpose of this program is to provide instruction for apprentices in the building trades. In the 1980-81 fiscal year, it covered over 1,400 apprentices, out of an estimated 1,900 eligible, in bricklaying, carpentry, ironworking, plumbing, pipefitting, sheet metal forming, and painting. For persons who aspire to gain journeyperson status within the building trades, the classroom instruction component is mandated. The program is evaluated, on a continuous basis, in terms of whether or not the apprentices go on to be employed.

The major service provided is approximately 46,000 hours of instruction by 15 instructors traveling to 19 different program centers. Administration functions include coordination of itineraries, program facilities, in-service arrangements, and fiscal responsibilities. The MDOE is also required to collect tuition from all enrolled apprentices in the program and distribute grant monies to the institutions providing facilities.

Data on postsecondary and Adult Occupational Instruction program students for 1980-81 is given in Table 5 below. It shows 1,768 (1.3%) Hispanic enrollees among the total of 131,056 students. Out of the 10,801 students completing the programs, 298 (i.e., 2.7%) were Hispanic. The percentage of Hispanic enrollees is low, but the Hispanics who complete represent a higher rate than the average.

Table 5
Occupational Instruction Programs
1980-81

| | Total Students | Hispanic Students | % |
|---|---|---|---|
| Enrollees | 131,056 | 1,768 | 1.3% |
| Completers | 10,801 | 298 | 2.7% |

Source: Michigan Department of Education statistical reports.

-- Secondary School Options

The Secondary School Options program, discontinued in 1981, was designed to provide alternative education on the secondary level for out-of-school youth and young adults, and potential dropouts. It attempted to provide them with services so that they might receive employability skills, complete high school or receive a GED certificate, and acquire life role competencies.

This program was targeted for youth and adults between 19 and 22 years of age, for 16 to 18 year old youth who have elected not to return to K-12 education programs, and for persons 14 to 16 years of age in high schools which have dropout rates of at least twice the statewide average. In the 1980 school year, around 2,000 persons participated in this program. Over 300 graduated with high school diplomas or GED certificates. Students received employment placement opportunities, employability skills training for the transition from school to work, career exploration and training, and career counseling. No data is available on Hispanic participation rates.

## Bureau of Rehabilitation and Disability Determination

The Bureau of Rehabilitation and Disability Determination assists handicapped persons in identifying their needs for special services and in developing individual vocational rehabilitation plans. It then provides a wide array of services to enable individuals to compete for gainful employment.

In 1979, national and private surveys estimated that approximately one million persons of all ages in Michigan had some handicapping characteristics. Of these, there were an estimated 260,000 handicapped persons between the ages of 16 and 64 who could benefit from the Michigan Rehabilitation Services program. It was estimated that 120,000 of these persons were "severely disabled" according to federal criteria.

The Michigan Rehabilitation Services program has been able to serve between 50,000 and 60,000, and to rehabilitate between 8,000 and 9,000, handicapped persons annually. The program is not large enough to serve all potential clients in Michigan. Average time per client from application through delivery of all services is 20 months.

Follow-up program evaluation studies with past clients and cost-benefit studies consistently have shown the Michigan Rehabilitation Services program to be cost-effective and high in reported client satisfaction. In FY 1978, Michigan rehabilitants increased their annual net earnings by almost $60 million and reduced their dependence on public assistance payments by almost $5 million. These rehabilitants increased their ability to return state tax revenues by approximately $3 million annually.

Intensive emphasis programs for the handicapped include Home Employment Options and Residential Services.

- Home Employment Options

  The Rehabilitation Act of 1973, as amended in 1978, mandates that services be provided to more severely handicapped citizens. Of the nearly 120,000 severely disabled in Michigan, it is estimated that approximately 34,000 people are home-bound handicapped. Traditionally, the agency has found it difficult to provide a full range of rehabilitation services to this group.

  The Home Employment Options program covers:

  - Home-bound craft production
  - Home-based competitive employment contracts
  - Subcontracting for products and services
  - Business enterprises
  - Homemaker
  - Unpaid family worker

Because it is so costly to provide basic education, training, and skill development to handicapped persons where they live, all of these options necessarily are limited In 1979, the agency delivered services to 724 home-bound persons and rehabilitated 385 clients.

- Residential Services

For the past several years, the State Technical Institute and Rehabilitation Center (STIRC) has been redefining its mission in order to provide more comprehensive rehabilitation services to the severely disabled. This new thrust was the theme of the STIRC Five Year plan, approved by the State Board of Education in September 1977. As the only facility of its kind in the State of Michigan, STIRC offers a unique vehicle for rehabilitation of the disabled. The Institute's mission is to provide, in a residential setting, services such as personal, social, and vocational adjustment; skills training; vocational evaluation; prevocational training; and special rehabilitative services.

In 1978-79, STIRC served over 800 students, and graduated 179 with marketable skills. Another 200 completed a program of vocational evaluation. One hundred and thirty-four students were placed into competitive employment.

Chart 3 shows, by counties or multiple county service areas, the 1979-80 distribution of Hispanic rehabilitative service recipients. If we use 1980 U. S. Census county totals as a base, Michigan Rehabilitation Services participation rates for Hispanics vary from a high of 1 per 100 in the Mason/Muskegon or St. Clair areas to a low of 2 per 1,000 in Macomb County. This wide range of service delivery rates deserves further study, as does the variation in rates of cases closed.

CHART 3

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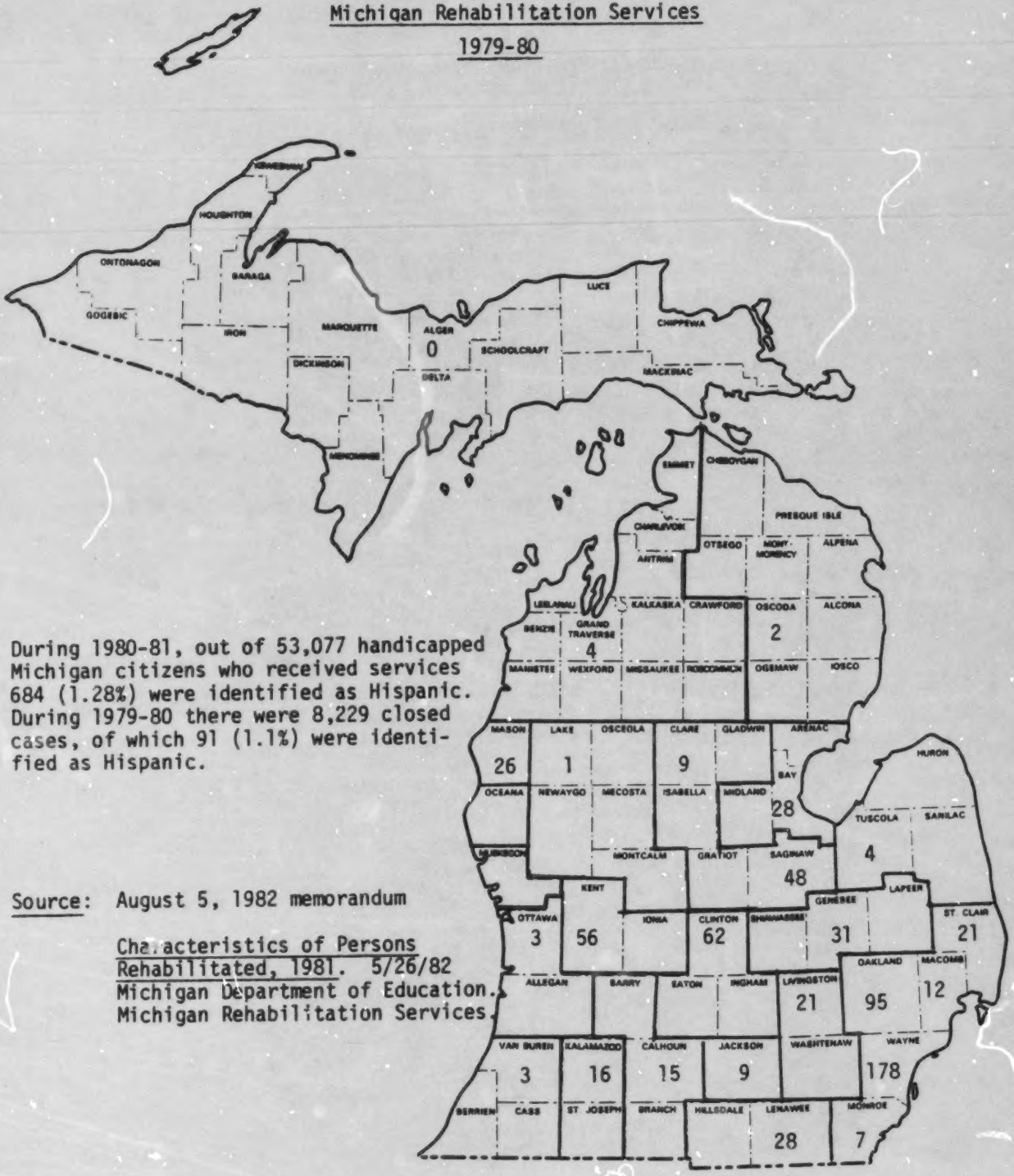
Hispanic Cases Closed By
Michigan Rehabilitation Services
1979-80




During 1980-81, out of 53,077 handicapped Michigan citizens who received services 684 (1.28%) were identified as Hispanic. During 1979-80 there were 8,229 closed cases, of which 91 (1.1%) were identified as Hispanic.

Source: August 5, 1982 memorandum

Characteristics of Persons Rehabilitated, 1981. 5/26/82
Michigan Department of Education.
Michigan Rehabilitation Services.

# CHAPTER IV
# IMPLICATIONS

## Data Collection

For purposes of informed advocacy or action, it is important to have a sound data base on service delivery and clients. As many categorical programs in the department have evolved under varying circumstances, it has not always been opportune to collect, tabulate, or analyze data on Hispanics and other special groups.

Meanwhile, several implications can be drawn from the analyses in the previous chapter. Illustrative examples include:

### Data Not Available

The Student Loan and Special Education Services programs provide examples of data on Hispanics not being available respectively due to lack of collection and, when it is collected, not being tabulated.

In the Student Loans programs, data is not collected due to privacy issues. For Special Education, MDOE staff already is improving procedures to reflect current concerns. Systematic study of client perceptions, advocacy needs, and current laws in this area could encourage either administrative or legislative changes.

### Data Inadequate

For other programs, the data collected is inadequate. In many programs, follow-up on results could yield data on individual completion of objectives, changes in knowledge or skills levels, and changes in levels of educational/social service needs. For some programs, basic numbers of individuals needing services have not been established. Vocational Education, for example, looks very successful in terms of Hispanic enrollees but Hispanic client outcome data would help gauge the true impacts of these programs.

In other instances, available data suggests issues of causation. The Adult Basic Education program, for example, has enrolled six times as many Hispanics as would be involved according to Hispanic percentage representation in the Michigan population. If we knew more about how many people needed this program, we could determine more about impacts. A different step, but equally important, would be to measure and report the number of Hispanics who complete their objectives. Any data beyond completion, such as duration of employment or rehabilitation, also would be useful.

## Program Monitoring

In all the programs where Hispanic data is available, except for Tuition Grants and Adult Basic Education, we find that Hispanics are underrepresented

compared to their percentage of the population. Development of reasons for these results, and of additional indicators of service delivery and success, require further looks into various programs, and strengthening of various data systems as may prove appropriate.

## Program Planning

Given more adequate monitoring of programs in relation to Hispanics, researchable issues could be addressed either from a marketing or recruitment perspective or in terms of motivational and cultural issues that may affect Hispanic education accomplishments. We know that many K-12 aged Hispanics are either unenrolled or dropouts. We know that many Hispanic youth and young adults are dropouts. For either or both groups, to adequately plan educational services for Hispanics, we need much more reliable data and information. In the area of services to migrants, the issues are not lack of information. They center, rather, on amassing resources to enhance delivery of services to a demonstrably disadvantaged group.

# EMPLOYMENT AND TRAINING NEEDS OF HISPANICS IN MICHIGAN

Department of Social Services

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September 1984

## PREFACE

This report is part of a four-volume series on employment and training needs of Hispanics in Michigan. In the areas selected for analysis, the objective is to provide documentation and rationales toward a more informed advocacy agenda.

The complete series consists of separately bound but related reports. Respective volumes and individual reports are:

- Socioeconomic Status
  - Census Analysis
  - Hispanics in Adrian and Lenawee County
  - Hispanics in the Greater Lansing Area
- Statistical Handbook
- Agency Services
  - Education
  - Social Services
  - Labor
- Program Design

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The Office of Management Practices has carried out project activities on behalf of, and in cooperation with, the Michigan Commission on Spanish Speaking Affairs. Throughout the project an advisory group, chaired by Commissioner Juan Marinez, has furnished guidance on scope and methods, monitored progress, and reviewed successive draft reports.

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## EXECUTIVE SUMMARY

### Introduction

This report briefly describes and analyzes programs provided by the Michigan Department of Social Services which are targeted specifically to or particularly affect Hispanics. These services are described and, where possible, total and Hispanic participation rates are given. The study is based on departmental budgetary units which applied before and after the 1983 reorganization. A major portion of the analysis is conducted using FY 1982 data. Limits on study resources have not allowed updating to reflect ongoing reorganizations since.

The Department of Social Services provides compensatory services to allow maintenance of a minimum living standard among disadvantaged individuals and families who are unable otherwise to meet their own needs. Departmental programs include financial, medical, and various forms of social assistance.

The analysis of need is limited, as it is based only on the population that applies for services. From these numbers, it is not possible to establish firmly the numbers of persons in need who are unable or unwilling to apply for services for which they may be eligible.

The two programs in which Michigan Hispanics participate above their proportion in the general population are Migrant Services and Aid to Families with Dependent Children - Medical Assistance.

### Migrant Services

Considering that Hispanics constitute around 85% of the annual migrant community, their predominance in these programs is as expected. In FY 1982, over 22,400 individuals received assistance through the department's migrant programs. The majority of recipients (89%) were enrolled in the Food Stamp program. Forty percent made use of day care services. Medical assistance and emergency support were received by a small percentage of migrants. The Office of Migrant Services has staff which is bilingual in English and Spanish and oversees the hiring of additional staff during the migrant season. It provides publications in Spanish versions. The intake form utilized also is available in Spanish. In the process of setting of priorities, the Office also advocates for migrant programs.

The migrant stream has slowed considerably from the 180,000 annually arriving in the 1950's. Since FY 1979, the total migrant population in Michigan has been estimated at around 40,000 per year. However, the total receiving DSS migrant assistance has dropped by nearly 26% in the last four years, to 22,000 in FY 1982. (This is, however, an increase from a low of 18,000 in FY 1981.) The only services to migrants showing an increase are the day care and Medicaid services. This decrease in participation may be attributable to funding reductions rather than decreased need.

## Medical Assistance - AFDC Related

Hispanics constituted 2.8% of those receiving benefits through the Medical Assistance (AFDC related) program, a rate somewhat above their population share in the state. In actual numbers, only 263 Hispanics were recipients of these services in June 1981. Similarly, Hispanics constituted 2.4% of General Assistance (GA)-Medical, but this represents only 15 cases of a total of 634 cases in June 1981.

## Affirmative Action

Within DSS, Hispanic staff have been underrepresented to a much greater degree than other minorities. While the Hispanic underutilization rate declined from 140% in FY 1980 to 96% in FY 1982, it was still well above the 16% level for Blacks and 8.4% for Native Americans. Seasonal hiring of additional staff for the migrant program does not appear to alleviate the general level of underrepresentation, particularly in the face of budget reductions in recent years.

## Other Programs

In gross numbers, those programs which had the highest totals of Hispanic participation included:

| Program | No. of Hispanics |
|---|---|
| Aid to Families with Dependent Children | 4,300 |
| General Assistance | 1,517 |
| Emergency Needs (Heating Assistance) | 1,612 |

In AFDC totals, Hispanics were represented at 1.95%, a small amount above their population share of 1.8%. Average payments in December 1981 to Hispanic recipients amounted to $433, as compared to an overall average of $396 per case. Similarly, at $177 per case, Hispanic GA average payments were above the norm of $166. In GA and Emergency Needs Programs, with 1.45% and 1.6% participation rates, Hispanics were somewhat underrepresented.

Among the remaining programs for which client ethnic data is available, Hispanics were underrepresented to a much larger degree: Supplemental Security Income (SSI) shows .22%, Children and Youth Institutional Services .95%, and Medical Assistance (SSI related) .54%.

These participation patterns generally were stable over the four years studied.

For a number of the largest DSS programs, ethnic identifiers for recipients are not available. Included in these categories are the Food Stamp program, Adult and Family Community Services, and Child Support. While data was not accessible directly on DSS employment programs, the Michigan Employment Security Commission indicates that, in FY 1981, Hispanics constituted 2.7% of Work Incentive program (WIN) participants (an employment and training program for AFDC recipients).

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# CHAPTER I
# INTRODUCTION

## Purpose

This report briefly describes and analyzes programs provided by the Michigan Department of Social Services (DSS) which are targeted specifically to or particularly affect Hispanics. The Department's mission is to sustain minimum levels of income, health, housing, and related living conditions, by means of special or compensatory services to eligible persons who apply for various forms of assistance.

## Context

As a group, Hispanics in Michigan have significantly more young and disadvantaged persons than do other general populations.

In many cases inadequate English language skills may interfere with developing a knowledge of available services, or with applying for known services.

Among Michigan's Hispanic population, the migrant group presents a special need situation. Mobility patterns of the migrant population generate special problems for the delivery of social services. At times as basic a step as the authentication of records required to establish identity and eligibility proves to be a formidable barrier.

## Contents

Approach - Department programs are described and analyzed in terms of the current organizational structure. Depending on the information available, target and service population characteristics are given, and service impacts discussed.

Analyses - Wherever appropriate service pattern data exists, comparisons are made between Hispanic and other clients.

Implications - A final chapter provides brief comments on issues of data availability and quality, and on Hispanic service utilization levels.

## CHAPTER II
## APPROACH

### Department Structure

Shortly after taking office in 1983, the new director reorganized the department. Its resulting organizational structure, which has continued to change since but in terms of time and resources had to be used as the basis for this study, is shown in Chart 1 below. The highest level components, it will be noted, are eight administrations, each containing two or more major offices, bureaus, or (for the one adminstration-level office) divisions.

Services provided by the department can usefully be viewed as clusters of financial, social, medical, and special assistance.

The financial assistance cluster includes:

- Aid to Families with Dependent Children (AFDC)
- General Assistance (GA)
- Emergency Needs Program (ENP)
- Supplemental Security Income (SSI)
- Low Income Energy Assistance Program (LIEAP)
- Food Stamps (FS)
- Refugee Assistance Program (RAP)

The social services cluster includes:

- Employment and Training Services
- Day Care Services
- Migrant Services
- Protective Services for Children and Adults
- Preventive Services for Families
- Community Placement Services for Children and Adults
- Adoption Services
- Delinquency Services
- Adult Home Help
- Coordination of Community Volunteers

The medical services cluster includes:

- Medical Assistance (Medicaid, or MA)
- General Assistance - Medical

The Special Services Administration is responsible for a cluster of licensing and regulatory functions. The department licenses private child caring agencies and institutions, child-placement agencies, summer camps, day care centers and nursery schools, private family care for unrelated children, and foster care homes for adults. Quality of services also is monitored at the case level in selected reviews of service delivery.

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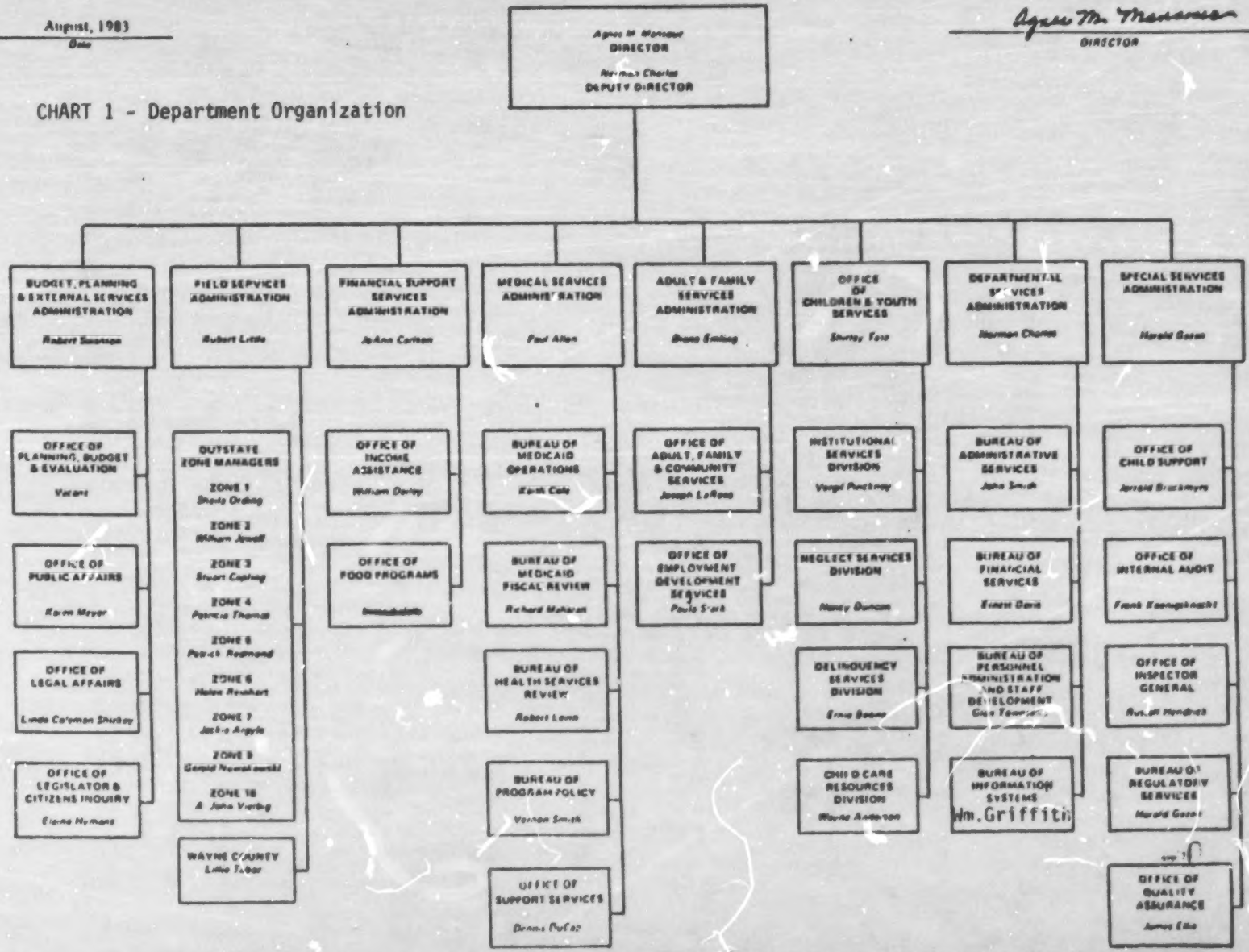
# MICHIGAN DEPARTMENT OF SOCIAL SERVICES

August, 1983
Date

Agnes M. Meadows
DIRECTOR

## CHART 1 - Department Organization



By appropriations units, the appropriated FY 1984 full-time positions and gross dollar totals are:

Table 1
Department Positions and Appropriations
FY 1983-84

| | FY 84 | |
|---|---|---|
| | FTE Positions | Appropriations |
| Executive Direction | 4.0 | $ 437,400 |
| Central Support Accounts | (81.0) | 124,502,700 |
| Budget Plan/Ext. Services Adm. | 122.0 | 6,271,200 |
| Departmental Services Adm. | 829.0 | 30,032,000 |
| Medical Services Adm. | 507.0 | 22,571,000 |
| Social Services Adm. | 714.0 | 45,346,000 |
| Financial Support Adm. | 106.0 | 11,984,000 |
| Adult/Family Services Adm. | 64.0 | 98,736,800 |
| Children/Youth Services Adm. | 279.0 | 131,800,900 |
| Institutional Services Div. | 672.0 | 27,950,500 |
| Field Services Adm. | 245.0 | 10,163,600 |
| Field Staff-AP/Services/Clerk | 10,243.0 | 247,833,600 |
| Aid to Families with Dependent Children | .0 | 1,154,301,000 |
| General Assistance | .0 | 318,716,000 |
| Caseload Contingency Acct. | .0 | 21,450,000 |
| Supplemental Security Income | .0 | 62,148,700 |
| Emergency Needs Program | .0 | 30,941,200 |
| Low Income Energy Asst. | .0 | 110,694,900 |
| Medical Services | .0 | 1,451,047,000 |
| Medical Services Flow-Through | .0 | 119,619,700 |
| General Assistance-Medical | .0 | 74,263,300 |
| OPERATIONS TOTAL | 13,704.0 | $4,100,802,500 |

Source: State of Michigan Executive Budget FY 1984-85

## Selection of Programs for Analysis

The selection process in this project involved interviews with program staff in any program where direct client services were specified in agency management plans or other program descriptions. Some programs were eliminated from consideration if their major function was generalized staff support. Staff support programs which assist in multi-lingual contacts with the public, enhance cultural awareness and sensitivities, or have affirmative action objectives, were considered.

Unless the interviews produced a clearer or more comprehensive picture, the standard analysis format used budget document program descriptions. For comparison purposes, service participation rates were calculated for Hispanics

and others. The rates are presented either as a percentage share of persons served, or as relative percentages served after establishing Hispanic and other population sizes. Where warranted, conclusions about program services are included.

Exploration of program functions was facilitated by the DSS application form which is used for all program clients. The application form, which is also available in Spanish, lists the following services:

- Services to help adults stay in their own homes, including help in finding or using health care and housing, referral to other services in the community (such as a senior citizen center), and counseling for personal or health problems
- Help in paying for assistance with home or personal chores
- Services for adults who can no longer remain in their own homes, including help in finding an adult foster home, home for the aged, nursing home, and related services
- Services for adults who are in danger and need protection
- Services for families, including help with special problems such as children, money, health, home, personal problems, or emergencies
- Help with family planning
- Day care for children, including payment, covering services provided in a child's own home, licensed day care home, or day care center
- Services for children who cannot stay in their own homes, including court-ordered or voluntary placement and supervision in a children's foster home or other living arrangement
- Services for youth who need help to correct or prevent delinquent behavior, including services for youth who have run away or have a drug or alcohol abuse problem
- Services for individuals who need help to find a job or training for employment

In addition to this services choice listing, the DSS application form requests information about migrant, racial/ethnic, and employment characteristics. Detailed data on Hispanics therefore appears to be available. So far, in many cases, it apparently has not been compiled. Nor has it been applied on a continuing basis for purposes of program planning, evaluation, or improvement oriented specifically to Hispanics.

The Field Services Administration, whose budget includes more than three-quarters of the department's total FTE staff, is not treated explicitly in this report. It essentially is an umbrella type management structure for

administering and delivering the diversity of services offered by the other parts of the department. Currently, this structure consists of an administration director, seven out-state zone managers, and a Wayne County administration (a director and four zone managers). Within these jurisdictions, there is a network of client contact offices whose costs are shared and operations overseen by respective local governments.

Local social services offices are administered through a system of 82 county office directors and 32 Wayne County district office directors. In all, these 127 administrators are responsible for the hiring, firing, and employment of over 10,000 front-line workers and support staff. The only identified Hispanic administrator is the director for Sanilac County.

## CHAPTER III
## ANALYSES

### Budget, Planning and External Services Administration

In the Office of Legal Affairs, programs of interest for purposes of this report are conducted by the Bureau of Administrative Hearings and by the Youth Parole and Review Board.

#### Bureau of Administrative Hearings

This bureau processes, hears, and decides all administrative hearings requested by an applicant for, or recipient of, assistance or services. The Bureau also processes, hears, and makes a recommended decision for all hearings involving: 1) the denial, revocation, or change in status of a license granted by the Department; or 2) the termination, suspension, or retroactive reimbursement of a Medicaid provider.

There were 18,789 new hearings requested for FY 1982, with a backlog of 1,643 from 1981. Of these, 95% were processed to disposition. In FY 1983 there were 19,500 new hearings, with a backlog of 1,023 and a 95% disposition rate. No data are reported on how many requests or dispositions involved Hispanic clients. This could be an important measure of satisfaction by Hispanics with service delivery. It appears likely, however, that the lack of bilingual staff may well keep many Hispanic clients from accessing the system. Among Migrants in particular, the inability to have hearing request processed in a timely manner discourages use of the system.

#### Youth Parole and Review Board

This agency is responsible statutorily for approval of releases from the department's youth training school facilities, return to such facilities from release status, and discharge from legal delinquency commitments.

During their commitment, all training school youth must appear before this Board. Some youth who are committed to the state are placed in community programs. Community placements would be heard by the Board only if they committed felony acts while placed and were not processed by the county courts. The annual report issued in June 1982 showed 40 (.95%) Hispanics in a total of 4,200.

### Financial Support Services Administration

Programs in the Financial Support Services Administration which relate to the purposes of this report include:

- Aid to Families with Dependent Children (AFDC)
- General Assistance (GA)
- Emergency Needs
- Supplemental Security Income (SSI)
- Low Income Energy Assistance
- Food Stamps

The Office of Income Assistance administers all except the last.

Office of Income Assistance

This office administers the major assistance programs which commonly are termed "welfare payments."

- Aid to Families with Dependent Children

  The AFDC program provides for money grants to families with children, including the unborn, if such children are deprived of parental support because of death, continued absence from the home, unemployment, physical or mental incapacity.

  The FY 1982 AFDC caseload was 252,300 with $1,183,182,300 in benefits distributed. The recipient data for December 1981 showed 4,307 (1.95%) Hispanic cases with an average payment of $433 out of a total of 220,192 cases with an average payment of $396 per case. Generally, the Hispanic share of AFDC was stable for two years (1981 and 1982).

- General Assistance

  The GA program provides financial assistance to individuals and families whose income and resources are below established Department standards. Generally, these persons are adults who are employable or temporarily ill or disabled and therefore do not qualify for Supplemental Security Income or are families with children who do not qualify for AFDC for some technical reason. Out-patient medical services are also paid for as needed through the GA Medical program.

  The FY 1982 GA caseload was 123,400 with expenditures of $250,255,200. In December 1981, there were 1,517 (1.45%) Hispanic cases with an average case payment of $177. This was out of 104,738 cases total with an average payment of $164. The percentage of Hispanic recipients in December 1981 was the highest in two years.

For December 1, 1983, the total number of welfare recipients in Michigan, by various characteristics, is displayed in Table 2.

Table 2
Welfare Recipients by Selected Characteristics
December 1, 1983

| | |
|---|---|
| Total | 462,293 |
| Male | 170,720 |
| Female | 291,573 |
| 14-15 | 37,436 |
| 16-19 | 62,208 |
| 20-21 | 33,533 |
| 22-44 | 276,501 |
| 45-54 | 32,431 |
| 55+ | 19,784 |
| White | 238,475 |
| Black | 207,443 |
| American Indian | 1,812 |
| Other | 5,384 |
| Hispanic | 9,179 |

Source: Department of Social Services

Services to Hispanic residence as a share of the state totals for AFDC and GA are shown in Table 3. Whether the programs have been decreasing (AFDC) or increasing (GA), the Hispanic proportion of recipients has remained relatively stable.

Table 3
Services to Hispanic Residents
(Hispanic Percentages of State AFDC and GA Program Participants)
December 1980 - July 1982

| Report Month | Average Amt. of Payment | AFDC | Average Amt. of Payment | General Assistance |
|---|---|---|---|---|
| Hispanic Total | | | | |
| December 80 | | 4,686 / 232,005 = 2.00% | | 1,284 / 90,279 = 1.42% |
| | $382 | | $179 | |
| July 81 | | 4,609 / 223,273 = 2.06% | | 1,387 / 100,650 = 1.37% |
| | $370 | | $162 | |
| December 81 | | 4,307 / 220,192 = 1.95% | | 1,517 / 104,738 = 1.45% |
| | $396 | | $164 | |
| July 82 | | 4,263 / 217,420 = 1.96% | | 1,333 / 92,032 = 1.45% |
| | $367 | | $181 | |
| Change in Service Level: 18 Months | | 4,686 / 4,263 | | 1,284 / 1,333 |
| | | 9.0% Decrease | | 3.8% Increase |

Source: Department of Social Services EY-044 reports, respective months.

- Emergency Needs

  This program provides services to relieve emergency health and safety needs. All persons, including recipients of AFDC, SSI, and GA are potentially eligible if they do not have sufficient resources to meet their emergency needs. Payment of delinquent rent, house payments, heat and utility bills and other essential items may be provided to meet these necessities.

- Supplemental Security Income

  SSI is a federal income-maintenance program for the aged, blind and disabled. State-funded supplemental benefits raise payments to recipients above the federal standard. Payments to recipients are made monthly via a single federal warrant including the federal grant and state supplement. Additionally, payments for personal care services are provided for recipients in adult foster care if recommended by a physician. The majority of those receiving personal care services are eligible for Medicaid which includes personal care services and thus federal matching funds are available for most personal care services.

  Approximately 120,000 aged, blind or disabled persons in Michigan receive income maintenance and have Medicaid eligibility determined through the SSI program administered by the Social Security Administration. The state spends approximately $60 million per year for the state SSI supplement.

  The SSI data does not include racial/ethnic categories. However, the Medicaid/SSI aged, blind and disabled category shows 236 (.22%) Hispanic recipients out of 109,278 total recipients in December 1981.

- Low Income Energy Assistance

  This program primarily consists of federal funds for low income families and individuals for the purchase of home heating energy. The total money appropriated in FY 1982 was $96,800,000. There is no data with racial/ethnic detail.

Office of Food Programs

The Food Stamps program, administered by this office, provides coupons that are used for purchasing food. They are available to individuals or groups of people who live together and customarily buy and prepare their food together. Income, resource, and basic eligibility rules must be met to obtain food stamps. In May 1981, 974,000 persons were enrolled in the Food Stamp program. Over 50% of these persons were children, approximately 20% were aged or disabled, and another 20% of those enrolled were single parents in households with children. The federal requirements for bilingual service include offering staff, interpreters, and other language publications in areas where the concentration of non-English language residents is high. Detailed statistics are not provided for racial/ethnic categories, but figures for migrants will be provided in the section below on the Office of Migrant Services.

## Medical Services Administration

The Medical Services Administration has two medical services programs, Medical Assistance (Medicaid or MA) and GA-Medical.

Medicaid - This is a state administered, state and federally funded program which makes health care services available to the categorically and medically needy in Michigan. The program was established in 1966 through enactment of Title XIX of the Federal Social Security Act. Pursuant to requirements of Title XIX, the DSS was designated the single state agency responsible for administration of the Medicaid program.

The objective of Medicaid is to assure that essential health care services are made available to those who otherwise would not have the financial resources to obtain them. To this end, the administration pays enrolled providers directly for defined services rendered to the categorically and medically needy. State funds expended for this program are matched by federal funds. Payments are made for:

- Inpatient and outpatient hospital services for basic medical and surgical care necessary for diagnosis and treatment of an injury or illness, including mental illness, obstetrical benefits, and physical, speech and occupational therapy.

- Physicians' services for medically necessary care provided by doctors of medicine and osteopathy, chiropractors, and podiatrists. In addition to services which are medically necessary for diagnosis and/or treatment of a diagnosed condition, pre- and post-natal care, and family planning services are also covered benefits.

- Medicare premium payments for Medicaid recipients also eligible for the federal Medicare program to ensure Medicare's payment for services covered by the Medicare program.

- Home health agency services for intermittent or part-time nursing services, physical therapy, home health aide services, and administration of oxygen in the home.

- Diagnostic and therapeutic laboratory and radiology services and prosthetic and orthodontic devices.

- Ambulance and other transportation services to assure recipients' access to medical services.

- Auxiliary medical services, such as dental, vision, hearing and speech services and related appliances; screening and diagnostic services for recipients under 21 years of age and transportation necessary to obtain such services; and corrective footwear.

- Nursing home services rendered by skilled and basic nursing facilities and in specially certified nursing homes for mental retardation.

- Skilled and basic nursing care services rendered by county medical-care facilities and hospital chronic care units.

- Health maintenance organization services which include the provision of, or arrangements for, the delivery of comprehensive health services.

- Personal care services medically necessary to maintain individuals in their own homes or in foster care.

There are three populations which are eligible for Medicaid program benefits in Michigan:

- AFDC: All individuals eligible for AFDC benefits are automatically eligible for MA benefits. Eligibility is established pursuant to standards and guidelines contained in the Department's Assistance Payments Manual.

- SSI: All individuals eligible for SSI benefits are automatically eligible for MA benefits. Eligibility is established by the federal Social Security Administration pursuant to agreements with the State.

- Medically Needy: These individuals are those who are eligible for MA benefits on the basis of established criteria, basically because their health care bills exceed their ability to pay. Eligibility is established pursuant to guidelines and criteria from the Department's Medical Assistance Eligibility Manual.

GA-Medical - This is a state funded and administered program, established pursuant to provisions of the state Social Welfare Act, which makes basic health care services available to those individuals who are not eligible for MA program benefits but who are unable to provide for their own health care. Coverage is more limited than those under MA, and all benefits, except emergency services, require prior approval.

Those individuals eligible for GA program benefits are eligible for GA-Medical benefits. Eligibility is established pursuant to guidelines and criteria from the Department's General Assistance Eligibility Manual.

Hispanic residents' share of MA and GA-Medical is displayed below for June 1981.

MA (aged, blind, disabled)
Hispanic recipients 344 (.54%) out of 63,295 Total

MA (AFDC)
Hispanic cases 263 (2.8%) out of 9,474 cases Total

MA (under 21)
Hispanic cases 782 (1.9%) out of 42,235 cases Total

GA-Medical
Hispanic cases 15 (2.4%) out of 634 cases Total

MA (AFDC) and MA (under 21) seem too low for the younger aged Hispanic population unless the figures are added to show that 2.0% of the cases are Hispanic.

## Adult and Family Services Administration

### Office of Adult, Family and Community Services (Office of Migrant Services)

The Office of Adult, Family and Community Services administers several programs, among which is the Office of Migrant Services. Since about 85% of the migrant population is Hispanic, this office is an essential source of information on services to Hispanics.

Intradepartmentally, the Office of Migrant Services seeks to develop and coordinate the delivery of departmental services to migrants by:

- Analyzing, and suggesting improvements in, the Department's program policies and procedures that impact on migrants
- Coordinating the testing, hiring and training of DSS bilingual/migrant seasonal staff
- Coordinating the processing of contracts for migrant day care centers
- Advocating for migrants in developing departmental positions on proposed federal and state legislation

Interdepartmentally, the Office of Migrant Services facilitates statewide coordination of migrant services through a variety of mechanisms:

- Interagency Council on Migrant Affairs -- Created by the Governor, this council consists of representatives from the major state departments and private agencies rendering services to migrants. This council meets monthly to coordinate the state's service delivery system, identify program gaps, mobilize and establish necessary resources, and formulate recommendations on migrant issues for the Governor's consideration.
- Area Migrant Resource Councils -- Local groups of representatives from public and private migrant service agencies, growers, church groups, and concerned citizens meet regularly to exchange program information, coordinate services and identify needs.
- Michigan Coalition of Migrant Day Care Providers -- This consortium of migrant day care providers identifies common problems in service delivery and develops corrective measures, advocates for the expansion of funding and improvement of day care services to migrant children.
- Consortium of Migrant Health Care Providers -- This informal consortium of major migrant health care providers meets periodically to define problems, inventory resources and establish goals and timetables for improving the migrant health care delivery system in Michigan.

An activity that the Office of Migrant Services manages is issuance of a number of Spanish language versions of DSS materials. Appendix A includes the list of publications currently in other languages. Availability of an intake form in Spanish is a great help for Hispanic clients who can read. If they cannot read, then the use of Hispanic or bilingual staff is necessary.

The use of bilingual interpreters is required in state law (Act 280, Public Acts of 1939, as amended) and various titles of the Social Security Act. The Department of Social Services has issued a policy which outlines the requirement that bilingual interpretation be available to clients. Appendix B contains the official policy directive for bilingual interpreter services.

Table 4 displays the counties with the greatest number of migrant clients in terms of resident Hispanic populations and Hispanic social services staff. These 25 counties show the greatest Hispanic need concentration with recipient data and DSS permanent and seasonal staffing levels. (While June is not the peak demand month for migrant services, June 1981 migrant data is used for comparability with June staffing data.)

The number of migrants decreased from 180,000 annually in the 1950's to a stable 40,000 for the four year period 1979-1982. In 1979, the DSS served over 75% of the migrants; in 1982, 55%. As shown in Table 5, the only categories of service to show increases were the day care program and to a slight extent, Medicaid.

Table 4
Selected County DSS Staff Levels
June 1982

| | Hispanic Residents 1980 Census | DSS Hispanic Staff* | Additional Hispanic Staff to Eliminate Underutilization |
|---|---|---|---|
| Wayne | 46,301 | 50 | 47 |
| Oakland | 14,478 | 3 | 14 |
| Saginaw | 23,356 | 11 | 6 |
| Ingham | 10,523 | 5 | 7 |
| Kent | 8,742 | 16 | 1 |
| Genesee | 7,649 | 3 | 8 |
| Macomb | 6,638 | 1 | 4 |
| Ottawa | 5,006 | 4 | 3 |
| Lenawee | 4,573 | 7 | 1 |
| Washtenaw | 4,055 | 0 | 3 |
| Bay | 3,162 | 3 | 3 |
| Muskegon | 2,833 | 3 | 4 |
| Kalamazoo | 2,605 | 3 | 1 |
| Calhoun | 2,433 | 3 | 3 |
| Berrien | 2,088 | 8 | 0 |
| St. Clair | 2,066 | 1 | 1 |
| Allegan | 2,011 | 3 | 2 |
| Jackson | 1,807 | 1 | 2 |
| Monroe | 1,803 | 5 | 0 |
| Eaton | 1,616 | 1 | 6 |
| Van Buren | 1,499 | 7 | 1 |
| Lapeer | 1,325 | 2 | 1 |
| Gratiot | 1,321 | 0 | 0 |
| Oceana | 1,132 | 6 | 0 |
| Tuscola | 1,066 | 1 | 0 |

Source: Department of Social Services Office of Affirmative Action data

* A significant number of these positions are seasonal (i.e., less than 12 months, and generally averaging about 25 weeks) migrant program staff.

Table 5
Numbers of USS Migrant Services Recipients, by Program
FY 1979-1982

| Program | Fiscal Year 1979 | 1980 | 1981 | 1982 | Percentage Change (FY 1979-82) |
|---|---|---|---|---|---|
| Unduplicated Total | 30,263 | 26,780 | 18,454 | 22,473 | - 25.7% |
| Food Stamps | 28,901 | 25,805 | 17,596 | 19,975 | - 30.9% |
| General Assistance-Medical | 261 | 238 | 67 | 15 | - 94.3% |
| Protective Services | 133 | 101 | 117 | 50 | - 62.4% |
| Day Care | 8,461 | 7,735 | 6,253 | 9,002 | + 6.4% |
| Basic Social Services | 5,560 | 6,622 | 351 | 109 | - 90.0% |
| Non-Resident Hospitalization | 2,650 | 375 | 104 | 23 | - 99.1% |
| Emergency Needs Program-Migrant Hospitalization | 2,956 | 1,875 | 598 | 430 | - 85.5% |
| Emergency Needs Program | 4,073 | 3,850 | 541 | 75 | - 98.2% |
| Aid to Families with Dependent Children | -- | 1,221 | 947 | 559 | - 54.2% |
| Medicaid | -- | 1,668 | 1,869 | 1,682 | + 0.8% |
| Other | -- | 6,215 | 335 | 241 | - 96.1% |

Source: Office of Migrant Services reports

Additional detail is available for the Migrant Emergency Needs Program for October 1981 through September 1982. The data in Table 6 at the state funded level shows a lower share of money spent compared to migrant share of the total classes.

Table 6
Migrant Emergency Needs Program Detail
FY 1981-82

| Funding Source | | Families/Children/Adults % Total Cases | Cost $ % Share of Total |
|---|---|---|---|
| Federal Matched | Families | 1/2/2 .002% | $260/.002 |
| State Funded | Families | 109/288/186 .47 | 23,310/.32 |
| State Funded | Adults Only | 18/0/27 .06 | 2,221/.03 |

Source: Department of Social Services EN-180 reports

Additional detail also is available for the Emergency Needs Program Migrant Hospital for October 1981 to September 1982. The 430 cases in FY 1982 used $238,317.43 in funds, or $554 per case.

Parallel to Migrant Services the Office of Adult, Family, and Community Services also develops policy for and oversees development of:

- Adult Protective Services - to remedy abuse, neglect, exploitation, cruelty, or other hazardous circumstances. Services are for adults who are unable to act effectively on their own behalf and have no one else to act for them.

- Adult Community Placement - to assure that adults requiring care outside their own home receive it in the least restrictive setting. Adult Community Placement develops programs which encourage maximum independent functioning, through the management of ongoing support services.

- Adult Basic and Home Care Services - to prevent family breakdown and to enable families to maintain or achieve self-sufficiency. Supportive services such as money management, adult home help, housing, health, chore, family planning, and home management are supplied to maintain effective family functioning. Adult Home Help services were funded at $51.3 million in FY 1984. Preventive services are offered to deter illness and promote good health in children. Another type of assistance is intervention services to high-risk families to prevent family

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breakdown. Additionally, intervention may reduce the need for specialized services such as protactive services, foster care, or delinquency services.

- Volunteer Services - to develop community and volunteer services that enhance client opportunities for an optimum level of self-sufficiency and independent functioning. A further aim is to encourage active participation by community volunteers.

Additionally the office administers appropriations for the Domestic Violence Board, which provides money for local agency programs and related activities.

For all of these programs, however, data is not collected by racial/ethnic categories.

Office of Employment Development Services

- Michigan Opportunity and Skills Training - The Michigan Opportunity and Skills Training program provides education, job training, and employment programs for welfare recipients who are required to participate unless they are exempted by criteria in law (such as being a youth in school, a caretaker of a young child, or a person over 50). Any welfare recipient may volunteer for the program.

- Employment Training/Employment Marketing - The Employment Training/Employment Marketing program is a 100% state-funded employment service program targeted primarily toward employable GA recipients. Services may also be provided to AFDC recipients, state wards and Food Stamp recipients.

  Services are mandatory for non-exempt, employable GA clients and, under certain conditions, for some AFDC clients. Other clients may volunteer to receive these services.

- Day Care Payments - To provide for day care in the client's own home or in licensed homes or centers for 1) public assistance and low income clients who need day care due to social, health, and protective services reasons, 2) migrants, 3) young AFDC parents who are completing their high school education, and 4) low income parents who are employed or in training. The non-public assistance clients receive full or partial payment for day care based on a sliding fee scale.

  For FY 1984, this program was appropriated for an estimated average monthly caseload of 2,400. As shown in Table 7 below, this is a considerable decline from former years. The principal reason for this decline was the shift of the day care payment for AFDC recipients from the Title XX Social Services Block Grant (actually general fund due to exceeding the Title XX ceiling) to the client's AFDC grant as an expense of employment (Title IV-A, 50% general fund). An estimated 14,200 cases were transferred during FY 1982 and the general fund expense was reduced by approximately $7 million. Prior to the FY 1982 program change, the caseload had been declining, presumably because of the decrease in births during the 1970's.

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Table 7
Day Care Cases and Expenditures
FY 1980-85

| | FY 80 | FY 81 | FY 82 | FY 83 | FY 84* | FY 85** |
|---|---|---|---|---|---|---|
| Cases (thousands) | 15.5 | 13.8 | 4.7 | 2.5 | 2.4 | 3.1 |
| Expenditures (millions) | $28.9 | 21.6 | 7.6 | 4.1 | 4.4 | 5.4 |

* Appropriated
** Recommended: Includes Fee Scale Adjustment (700 cases)

- Refugee Assistance

This program provides services as follows:

| Target Population | Program Availability |
|---|---|
| 1. All refugees | Social Services |
| 2. Income-eligible refugees with date of arrival less than three years prior | Cash Grants, Social Services, and Medical Assistance |

Cuban-Haitian refugees, formerly eligible for specially targeted funds and services, currently are served along with others in the Refugee Assistance Program (RAP). Recently, RAP clients received approximately 1,400 settlement adjustment services and 2,000 English as a Second Language services.

## Office of Children and Youth Services

The Office of Children and Youth Services has four service programs:

### Institutional Services Division

This program provides temporary institutional residential care and rehabilitation for state wards who are committed to the DSS by the juvenile division of a probate court. The department operates the following institutional centers: Adrian Training School, youth rehabilitation camps (Camp Nakomis and Camp Shawano), Maxey Training School (Green Oak Center, Olympic Center, Sequoyah Center, Summit Center, and Reception Center), and the Arbor Heights Center. It also operates community residential care centers.

The center programs differ considerably in size, structure and treatment modality. Basic services offered at each center include counseling, behavior change training, special education, career exploration, health training, medical services and religious opportunities. Adrian Training School and Arbor Heights Center are co-educational. The Youth Rehabilitation Camps pro-

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vide a work experience for 15-year-old and older boys in cooperation with other public agencies.

Data is not available by racial/ethnic categories other than as was reported earlier in the Youth Parole and Review Board section. That indicated 40 Hispanic youth were a part of the 4,200 total as shown in the Board's June 1982 annual report.

The Client Services Management Information System can be used for special reports generated upon request to the Office of Children and Youth Services. However, many of the youth served by the Office of Children and Youth Services programs are at the county court level. Racial/ethnic data is frequently not recorded or tabulated within county systems except on special request or as a part of special studies.

Neglect Services Division

This program consists of Children's Protective Services, Foster Care, and Adoption Services. This program serves families with children who are at risk or imminently threatened with abuse, neglect or exploitation. The program activities include:

- Children's Protective Services
  - Receiving reports
  - Investigating referrals
  - Court activity, as appropriate
- Foster Care
  - Determining needs of children referred for placement and/or placed
  - Locating appropriate placements - includes licensing of foster care homes
  - Supervising the placements
  - Working with families toward early return, voluntary release, or preparing for termination of parental rights
- Adoption Services
  - Recruiting homes for children
  - Placing children in adoptive homes
  - Court activity, as appropriate

During FY 1981, the Department received approximately 36,800 complaints of suspected abuse or neglect; about half of those were substantiated. In addition, approximately 11,600 children were in foster care and approximately 2,000 permanent wards were served for adoption.

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Delinquency Services Division

Services are provided to: a) delinquent youth committed to the Department by the juvenile division of probate court (juvenile court); b) delinquent court wards in counties where DSS has been requested by the juvenile court to provide services; and c) delinquent youth who are placed in or out of Michigan through the Interstate Compact.

Service delivery includes management of state ward delinquency cases from acceptance to discharge, interstate cases, court ward cases, and provision of education and employment services for these youth.

Prevention and Diversionary Services also are provided to high risk youth who are in danger of becoming delinquent or who are beginning offenders and who can be diverted from referral to the juvenile court. This group includes runaways, youth who are out of control at home, school truants, and youthful offenders. Services are delivered via contracts under the Runaway Services, DSS Substance Abuse Services, Youth Service Bureaus, and the School Youth Advocacy Program.

Child Care Resources Division

This program provides policy relating to children in foster care; development and utilization of family foster homes and residential treatment facilities; management of the child care funding system (a cost sharing system between state and county government); and program consultation and assistance to county juvenile courts in all aspects of their service delivery programs.

Departmental Services Administration

Within this administration's Bureau of Personnel Administration and Staff Development is the Office of Affirmative Action. Its function is to eliminate underutilization of minorities at all levels of DSS staffing.

Past segregation, exclusion and discrimination in educational and employment opportunities has resulted in federal and state laws, regulations and executive orders. These statutes prohibit discrimination and prescribe corrective, remedial and preventive personnel practices in organizations. From a management perspective, the underutilization of the most qualified human resource based on non-merit factors such as race, sex, or handicap, decreases overall productivity and effectiveness of the organization. The office supplied the data for Table 8 below.

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Table 8
DSS Statewide Underutilization Percentages
Selected Months

| | Black | Hispanic | Native American | Asian American |
|---|---|---|---|---|
| 3/80 | 20.9 | 140.4 | 8.4 | 15.9 |
| 4/80 | 20.6 | 128.3 | 7.1 | 15.9 |
| 6/80 | 21.1 | 90.3 | 7.1 | 15.8 |
| 3/81 | 18.5 | 105.4 | 7.0 | 11.6 |
| 4/81 | 17.1 | 98.3 | 7.4 | 11.3 |
| 6/81 | 15.4 | 90.7 | 7.5 | 9.3 |
| 3/82 | 15.8 | 113.9 | 8.2 | 9.1 |
| 4/82 | 16.1 | 80.3 | 8.4 | 9.2 |
| 6/82 | 16.0 | 95.8 | 8.4 | 9.3 |

Source: Department of Social Services FM 99150P03 reports for respective months

This data shows significant underutilization, but some improvement. The number of Blacks that must be hired to remedy their underutilization, for example, has changed over the three years. In 1980, for every five Black employees, one additional Black (20.9%) would have to be hired. This dropped to 16.0% or 1 for every 6, in 1982. Asian American ratios dropped from 1 for each 6 in 1980 to 1 for each 9 in 1981. The Native Americans ratio has remained constant over the three year span. Underutilization of Hispanics, however, has remained high. The department had an underutilization rate of 140 in 1980, indicating that for every 10 Hispanics employed, 14 would have to be hired. In 1982, it was still a nearly 10 to 10 ratio. The overall picture is even worse, it should be noted, in that these figures apparently include seasonally hired migrant program staff.

Department-wide, there are no Hispanic bureau heads. At or above the Civil Service 15 level, two administrators are Hispanic.

## Special Services Administration

The Office of Child Support administers the child support collections program. Efforts are made to collect child support to minimize costs to the State and ensure that legally responsible parents support their dependent minor children.

The data available is analyzed by county totals annually and in a state-level summary total monthly. There is no racial/ethnic data.

## Project Self-Reliance

This Governor-sponsored program, established in 1984, for administrative purposes is located within the Department of Management and Budget. It consists

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of two different programs that share the same basic goal of helping welfare recipients become economically independent. The programs are the Michigan Community Services Corps and the Michigan Conservation Corps. The Community Services Corps anticipates a pool of 200,000 eligible people and will offer jobs at a 30 hour paid work week for six months while staff try to find them permanent jobs. The distribution of jobs is based on the number of people on welfare in each of the State's 83 counties. The City of Detroit will have an allocation of 2,550 jobs.

- Community Services Corps

  - Projected participants are 7,000 current welfare recipients who volunteer for the program.

  - Corps members give up their welfare checks and food stamps in exchange for a minimum wage job ($3.35/hr.) with a public or private non-profit agency. Under the legislation creating the Community Services Corps, corps members will retain their medical services eligibility.

  - Basic education, skill training and job preparation will be available to all corps members while they are working at their community service jobs.

  - Community Services Corps staff will seek to identify private sector jobs for corps members as an alternative to their minimum wage community jobs.

  - Cost: For FY 1984, the Legislature has appropriated $13.1 million in the DSS budget, with an additional $8.4 million available from foregone AFDC and GA grants.

- Michigan Conservation Corps

  - Participants will be 500 GA recipients between the ages of 18 and 25.

  - Michigan Conservation Corps members will forego their GA checks and food stamps in exchange for a minimum wage job of up to one year working for the State Department of Natural Resources to improve Michigan's natural resources.

  - Michigan Conservation Corps will offer corps members basic education and job training skills while they are working for the Department of Natural Resources.

  - Community Services Corps staff will work with the Michigan Conservation Corps to identify private sector job opportunities for Conservation Corps members to take when their Conservation Corps jobs expire.

  - Cost: For FY 1984, the Legislature appropriated $2.6 million for the program to the Department of Natural Resources.

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## CHAPTER IV
## IMPLICATIONS

The data is insufficiently detailed in several programs for adequate analysis. In general, the only indications of level of need appear as people apply for assistance and services. Limited use of the appeals process could be an indicator of program and service delivery dissatisfaction, if the data could be developed in adequate detail. The same applies to the child support payments program, and others.

The programs in Employment Development Services and the Adult and Family Community Services are both sufficiently important to Hispanic interests to justify a request for detailed data about participants. The MESC Job Service reports 6,030 (2.7%) Hispanic recipients out of 222,709 total recipients in the WIN program for 1981. This could be an area for assessing which particular training components--work experience, Job Corps, or supportive services--were most useful to Hispanics in the Employment Development Services program.

In the case of Adult and Family Community Services, the very comprehensive range and interrelated aspects of services offered hinders systematic data collection, especially for the Adult Home Help program. Much more time should be spent exploring data collection possibilities.

Hispanic participation rates have been made available for most of the DSS programs. The programs with the highest participation levels are Medical Services areas and the Migrant Services. The display list that follows shows the participation summary from all DSS programs.

| Program | Hispanic Participation |
|---|---|
| Administrative Hearings | No Data |
| Employment Development (WIN) | MESC - 2.7% |
| Adult and Family Community Services | No Data |
| Child Support | No Data |
| Aid to Families with Dependent Children | 1.95% |
| General Assistance | 1.45% |
| Emergency Needs Program | 1.6% |
| Supplemental Security Income | .22% |
| Affirmative Action | Very Low |
| Children and Youth Services/Institutional Services | .95% |
| Medical Assistance - SSI related | .54% |
| Migrants (85% Hispanic) | Detailed Data Not Available |
| Medical Assistance - AFDC related | 2.8% |
| Medical Assistance - Age under 21 years | 1.9% |
| General Assistance-Medical | 2.4% |

The Institutional Services program, with .95% Hispanic participation, can be seen as a positive indicator of low levels of delinquency behaviors among Hispanic youth or the lack of state services to this age group.

Affirmative Action program data indicates a definite need for serious examination of hiring and promotion practices in the department.

## APPENDICES

A. Foreign Language Forms Listing

B. Bilingual Interpreter Services

Appendix A

Department of Social Services, Office Services Division

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FOREIGN LANGUAGE FORMS LISTING

STOCKED FORMS

| FORM NUMBER | TITLE | REV. DATE | BAS # | LANG. |
|---|---|---|---|---|
| DSS-139SP | Repayment of Extra Food Stamps | 4/82 | 3600 | Spanish |
| DSS-146SP | Food Stamp Fraud Repayment | 1/82 | 3600 | Spanish |
| DSS-322SP | Spanish Application for Assistance | 4/80 | 3500M | Spanish |
| DSS-390A | Servicios Para Individuos Y Familias Pamphlet | 9/77 | 8402 | Spanish |
| DSS-521SP | Restoration of Lost Benefits | 1/82 | 3600 | Spanish |
| DSS-1111-14 | Rights & Resp. Under the Michigan Medicaid Program | 2/83 | 5306 | Multiple |
| DSS-1111-7 | MA-ID Card Insert -- Reporting Medicaid Fraud | 1/83 | 5306 | Multiple |
| DSS-1113SP | Food Stamp Change Notice | 7/82 | 3600 | Spanish |
| DSS-1150SP | Application Eligibility Notice | 7/82 | 3601 | Spanish |
| DSS-1153 | Help Is Available | 7/81 | 3501M | Multiple |
| DSS-1171SP | Assistance Application/Redetermination | 2/83 | 3501 | Spanish |
| DSS-1356 | Migrant Health Appraisal | 3/82 | 9550 | Spanish |
| DSS-1372-SP | Notice of Payment Due on Fraud Claim | 8/83 | 3600 | Spanish |
| DSS-2063A-SP | Continuing Your Food Stamps | 8/83 | 3600 | Spanish |
| DSS-2216SP | Food Stamp Filing Record | 4/83 | 3600 | Spanish |
| DSS-2221SP | Food Stamp Verification Checklist | 1/82 | 3600 | Spanish |
| DSS-2240SP | Change Report Form | 3/82 | 3600 | Spanish |
| DSS-2440SP | ETP Registration | 10/82 | 3420 | Spanish |
| DSS-2442SP | Notice of Employ. and Train. Apt. or Assignment | 10/82 | 3420 | Spanish |
| DSS-2443SP | Notice of Good Cause Determination | 10/82 | 3420 | Spanish |
| DSS-3503-SP | Verification Checklist | 2/83 | 3501M | Spanish |
| WC-141SP | Food Stamp Reimbursement | 2/82 | 9590 | Spanish |
| WC-563SP | Notification of Application Assignment | 1/82 | 9590 | Spanish |

FOREIGN LANGUAGE FORMS LISTING (Cont'd)

PUBLICATIONS

| FORM NUMBER | TITLE | REV. DATE | RAS # | LANG. |
|---|---|---|---|---|
| Pub-5-S | Programa De Servicios De Protection Para El Adulto | 4/80 | 4170 | Spanish |
| Pub-57-S-VB | It Shouldn't Hurt To Be A Child | 5/83 | 8713 | Spanish |
| Pub-179-SP | Aid to Dependent Children | 8/83 | 3501 | Spanish |
| Pub-459 | How To Get and Use Your Food Stamps | 4/82 | 3600 | Multiple |
| Pub-459-CA | How To Get and Use Your Food Stamps | 4/82 | 8104 | Multiple |
| Pub-459-IC | How To Get and Use Your Food Stamps | 4/82 | 6303 | Multiple |
| Pub-459-KA | How To Get and Use Your Food Stamps | 4/82 | 8106 | Multiple |
| Pub-459-VB | How To Get and Use Your Food Stamps | 4/82 | 8890 | Multiple |
| Pub-459-WA | How To Get and Use Your Food Stamps | 4/82 | 8991 | Multiple |
| Pub-460 | How To Get and Use Your Food Stamps | 4/82 | 3600 | Multiple |
| Pub-460-AE | How To Get and Use Your Food Stamps | 4/82 | 8703 | Multiple |
| Pub-460-AG | How To Get and Use Your Food Stamps | 4/82 | 6221 | Multiple |
| Pub-460-AP | How To Get and Use Your Food Stamps | 4/82 | 6332 | Multiple |
| Pub-460-BA | How To Get and Use Your Food Stamps | 4/82 | 8820 | Multiple |
| Pub-460-CT | How To Get and Use Your Food Stamps | 4/82 | 8604 | Multiple |
| Pub-460-DI | How To Get and Use Your Food Stamps | 4/82 | 6112 | Multiple |
| Pub-460-CO | How To Get and Use Your Food Stamps | 4/82 | 6113 | Multiple |
| Pub-460-KE | How To Get and Use Your Food Stamps | 4/82 | 8120 | Multiple |
| Pub-460-LI | How To Get and Use Your Food Stamps | 4/82 | 8909 | Multiple |
| Pub-460-LN | How To Get and Use Your Food Stamps | 4/82 | 8908 | Multiple |
| Pub-460-LP | How To Get and Use Your Food Stamps | 4/82 | 8607 | Multiple |
| Pub-460-LU | How To Get and Use Your Food Stamps | 4/82 | 6224 | Multiple |
| Pub-460-MM | How To Get and Use Your Food Stamps | 4/82 | 8708 | Multiple |
| Pub-460-MY | How To Get and Use Your Food Stamps | 4/82 | 6337 | Multiple |
| Pub-460-SN | How To Get and Use Your Food Stamps | 4/82 | 8611 | Multiple |
| Pub-461 | How To Get and Use Your Food Stamps | 4/82 | 3600 | Multiple |
| Pub-461-BN | How To Get and Use Your Food Stamps | 4/82 | 8103 | Multiple |
| Pub-461-BY | How To Get and Use Your Food Stamps | 4/82 | 8603 | Multiple |
| Pub-461-GC | How To Get and Use Your Food Stamps | 4/82 | 8110 | Multiple |
| Pub-461-KE | How To Get and Use Your Food Stamps | 4/82 | 8120 | Multiple |
| Pub-461-MC | How To Get and Use Your Food Stamps | 4/82 | 8131 | Multiple |
| Pub-461-WC | How To Get and Use Your Food Stamps | 4/82 | 7121 | Multiple |

NON-STOCKED - CENTRAL OFFICE

| FORM NUMBER | TITLE | REV. DATE | RAS # | LANG. |
|---|---|---|---|---|
| DSS-146A | Food Stamp Fraud Repayment Notice | 8/83 | 3600 | Arabic |
| DSS-521A | Restoration of Lost Benefits | 1/82 | 3600 | Arabic |
| DSS-1111-13 | Notice to Recipients-Open Enrollment for Medicare | 2/83 | 5306 | Multiple |
| DSS-1111-22 | EPSDT Insert | 9/83 | 5302 | Multiple |
| DSS-1111-41 | ADC Warrant Insert - Caught Soon Enough | 2/84 | 5302 | Multiple |
| DSS-1113A | Food Stamp Change Notice | 7/82 | 3600 | Arabic |
| DSS-1130A | Explan. Sheet-Application for Food Stamp Benefit | 11/82 | 3600 | Arabic |
| DSS-1147A | Notice of Food Stamp Disqualification | 8/83 | 3600 | Arabic |
| DSS-1150A | Application Eligibility Notice | 7/82 | 3600 | Arabic |
| DSS-1162A | Explanation of the Change Report Form | 5/82 | 3600 | Arabic |
| DSS-1372A | Notice of Payment Due on Fraud Claim | 1/82 | 3600 | Arabic |
| DSS-2063A-AR | Continuing Your Food Stamps | 8/83 | 3600 | Arabic |
| DSS-2221A | Food Stamp Verification Checklist | 1/82 | 3600 | Arabic |

NON-STOCKED - LOCAL OFFICE

| | | | | |
|---|---|---|---|---|
| VB-149-SP | Employable Client of Public Assistance | 11/83 | 8713 | Spanish |
| WC-83A | Required Verifications | 1/83 | 7121 | Arabic |
| WC-83-SP | Required Verifications | 2/82 | 7201 | Spanish |

PUBLICATIONS

| FORM NUMBER | TITLE | REV. DATE | RAS # | LANG. |
|---|---|---|---|---|
| Pub-467-SP | Clients Rights and Responsibilities | 1/81 | 1301 | Spanish |
| Pub-476-SP | Home Heating Help Is Available | 2/82 | 3800 | Spanish |
| Pub-478 | "Help Is Available" Poster | 7/91 | 9501 | Multiple |
| Pub-517-SP | ADC February Changes | 12/81 | 1301 | Spanish |
| Pub-521 | Food Stamps Rights and Responsibilities Poster | 7/82 | 3600 | Multiple |
| Pub-532-CA | ETP Handbook | 1/83 | 3440 | Cambodian |
| Pub-532-LA | ETP Handbook | 1/83 | 3440 | Laotian |
| Pub-532-SP | Employment and Training Registrant Handbook | 10/82 | 3420 | Spanish |
| Pub-532-VI | ETP Handbook | 1/83 | 3440 | Vietnamese |

MICHIGAN DEPARTMENT OF SOCIAL SERVICES

ADMINISTRATIVE HANDBOOK

| Item | Page |
|---|---|
| 1021 | 1 |

| Subject | Date |
|---|---|
| BILINGUAL INTERPRETER SERVICES | Rev. 2-22-84 |

**LEGAL BASE:** Public Act 280 and Title IV, XIX and XX of the Social Security Act.

**GENERAL POLICY:** Applicants and recipients of all department programs are to be informed that the department will arrange and pay for the cost of a bilingual interpreter to be present at all interviews or situations where an interpreter is necessary and appropriate.

In selecting an interpreter, the preference of the client must be given first priority. If the client does not identify a third party adult to serve as interpreter, each local office must advise clients of other options available which include;

- Local office staff who have bilingual interpreter skills. Local offices are encouraged to provide staff resources to meet this need.
- Community agencies or volunteers. When volunteers are selected they must have skills that are commensurate with the needed activity and be informed of the department policies on confidentiality.

Minor children or other non-adult relatives of the client may be used as interpreters in the most extraordinary circumstances and only if other kinds of interpreter resources are not available.

P.A. 428 is applicable and preference should be given to minority and female interpreters whenever possible (see Item 421.1).

**GENERAL PROCEDURE:**

| Responsibility | ACTION |
|---|---|
| Local Offices (Includes DSS Institutions) | 1. Secure a Civil Service approved CS-138, Contractual Service Request. (See Item 421.4) |
| | 2. The actual rate of payment is to be negotiated between the bilingual interpreter and the local office director or his/her representative. The director's decision should be guided by the client's preferred choice of interpreter within the prevailing community wage rate for their service or at least the current minimum wage. |

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**GENERAL PROCEDURE:**

| Responsibility | | ACTION |
|---|---|---|
| Local Offices (Includes DSS Institutions) (Cont'd) | 3. | In those situations where it is necessary to bring an interpreter from out of town or to use one for an extended period of time (i.e. hearings, etc.) the local office can authorize reimbursement for all reasonable and necessary needs, (i.e., meals, lodging and mileage costs), up to the maximum allowed under the current in-state per diem rate and approved private car rates specified in the current STATE OF MICHIGAN STANDARDIZED TRAVEL REGULATIONS. See Appendix 800-7 in this manual for details. |

**PAYMENT PROCEDURES FOR PROVIDERS AND STAFF:**

| Responsibility | | ACTION |
|---|---|---|
| Central Office and Local Office Workers and Supervisors | 1. | The DSS-1582, Payment Voucher, must be completed according to instructions outlined in Appendix 800-16 pgs. 1-2. A sample of a completed Voucher is also included in this appendix for reference. |
| | 2. | Send form DSS-1582, Payment Voucher and approved invoices to the Central Office Procurement Section. DO NOT BATCH OR HOLD INVOICES as to do so will delay timely payment. |

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# EMPLOYMENT AND TRAINING NEEDS OF HISPANICS IN MICHIGAN

Department of Labor

Prepared For:

Michigan Commission on
Spanish Speaking Affairs

Prepared By:

Department of Management and Budget
Office of Management Practices
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September 1984

## PREFACE

This report is part of a four-volume series on employment and training needs of Hispanics in Michigan. In the areas selected for analysis, the objective is to provide documentation and rationales toward a more informed advocacy agenda.

The complete series consists of separately bound but related reports. Respective volumes and individual reports are:

- Socioeconomic Status
  - Census Analysis
  - Hispanics in Adrian and Lenawee County
  - Hispanics in the Greater Lansing Area
- Statistical Handbook
- Agency Services
  - Education
  - Social Services
  - Labor
- Program Design

All reports were produced through a project funded by the Bureau of Employment and Training, Michigan Department of Labor, under a Comprehensive Employment and Training Act (CETA) Special Governor's Grant.

The Office of Management Practices has carried out project activities on behalf of, and in cooperation with, the Michigan Commission on Spanish Speaking Affairs. Throughout the project an advisory group, chaired by Commissioner Juan Marinez, has furnished guidance on scope and methods, monitored progress, and reviewed successive draft reports.

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# EXECUTIVE SUMMARY

## Introduction

This report briefly describes and analyzes three major agencies and programs in the Department of Labor which deal directly with employment and training.

- Comprehensive Employment and Training Act (CETA), administered jointly by the Bureau of Employment and Training and 21 prime sponsors (replaced in 1983 by the Job Training Partnership Act,) administered
- Bureau of Community Services
- Michigan Employment Security Commission (MESC)

Also included is a review of a special state program, the Michigan Youth Corps, begun in FY 1983.

In evaluating Hispanic participation rates, the overriding problem is lack of a unified and non-duplicative data base for purposes of comparison. For all clients, since monitoring and evaluation data tend primarily to be fiscal rather than performance oriented, it is difficult to assess outcomes. In any event, many agencies do not systematically obtain separate information on Hispanic clients. Also, it should be noted, much of the analysis in this report was done when it was necessary to utilize FY 1981 data. Where possible, later information has been included.

## Comprehensive Employment and Training Act Programs

The original CETA programs, as passed in 1973, emphasized public service employment. Later amendments limited the relatively small number of such positions to those most in need (long-term unemployed, welfare recipients, etc). The major focus became job training, particularly through educational institutions. Private sector initiatives, given some emphasis, are being expanded under the Job Training Partnership Act (JTPA).

Hispanic enrollments in Michigan CETA programs are presented for the nine fiscal years from 1975 through 1983. In 1975, when the heavily Hispanic Michigan Economics for Human Development (MEHD) program was not in effect, Hispanics accounted for around 4.5% of Michigan CETA participants. Over the entire nine years, the 79,611 Hispanic clients were 5.9% of the total served. Without the MEHD program, the nine-year total of 48,216 persons amounts to 3.7% of the net total enrollees. Over these years, Hispanic enrollment percentages generally have tended to remain relatively stable.

In FY 1983, Michigan CETA program expenditures totaled almost $177 million. The 6,945 Hispanic enrollment, out of a state total of 105,317, came to 6.6%. By subprograms, Hispanics represented 88% of Title III migrant and seasonal farm workers enrollments and 3.6% and 2% respectively of enrollments under the Consolidated Program (Titles II B/C, IVA and VII--economically disadvantaged, youth, under or unemployed, or still in school) and Title IV (Governor's Youth Grant) employment and training. In the summer Youth Employment Program (Title IVC) Hispanics constituted 3.4% of the enrollments.

Recent Michigan CETA tabulations on termination and placement rates for individuals leaving Title II B/C programs indicate that Hispanic placement rates compare favorably with rates for the total population. Hispanics showed small but noticeable gains by way of drops in percent of non-positive terminations and in hourly wage gains.

Available statistics do not allow for conclusions as to which types of CETA programs have worked best for Hispanics. Scanty general evidence suggests that, for all participants, longer range commitments tend to be more effective. Combining classroom training with work experience appears to help, as do individual "employability plans."

## Bureau of Community Services

This agency provides funding, administration and technical assistance for programs aimed at alleviating poverty. Through 30 community action agencies (CAA's), economically disadvantaged individuals participate in energy assistance, home weatherization, and community assistance programs. Under the Neighborhood Assistance Program, job training, employment and training, youth services, and economic development activities are conducted. In FY 1983, over 7,000 took part in employment and training down from a total of 17,000 in the previous year, 20,000 in youth services, and 30,000 in Head Start/Daycare and 245,000 in Senior Services. The Bureau also provides funding for Michigan Economics for Human Development which offers services to migrant and seasonal farm workers, predominantly Hispanics. It has also provided support for the Spanish Speaking Information Center located in Flint. While information on minority participants is collected by the CAA's, it was not available in aggregate form which would allow meaningful analysis.

## Michigan Employment Security Commission

The MESC is a system of federally funded, state-administered local offices whose mission is to provide unemployment insurance benefits and to assist in job placement and related services. FY 1983 data on MESC's Job Service applicants show that, of the more than 173,000 total persons served, around 4,100 (i.e., 2.4%) were Hispanic. Seasonal farm workers and migrant farm workers registered, totaled nearly 2,700 in that fiscal year. Of the Hispanic clients, almost three-fourths were economically disadvantaged; almost half were welfare

recipients. These ratios amount to slight overrepresentation in those categories where, of total recipients, 57% were economically disadvantaged and 40% were welfare recipients. Hispanics account for an exactly proportional 2% of the total handicapped clients. More than 10% of the Hispanics served are veterans. MESC Job Service occupational tabulations for 5,368 Hispanic applicants in FY 1982 show a varied pattern. More than 950 of these persons (i.e., almost one-fifth of the total) were in structural work, and a similar number in service work. Other relatively large groups were in manufacturing occupations (machine trades, processing, and bench work). Only 6% were professional, technical, or managerial; and just under 5% in farming.

## Michigan Youth Corps

A special State summer program, the Michigan Youth Corps, was begun in 1983. The program was created to provide work experience for unemployed youth (18-21 years). Work was provided in state parks, forests, and other public service agencies with projects including emergency food distribution. During the first summer over 28,000 jobs were provided. Pending legislation for program renewal in 1984 would provide similar positions for 15-16,000 young persons.

## Implications

For purposes of advocacy and action, implications of the analysis include potentials for strengthening of Hispanic participation in programs under the Job Training Partnership Act; enhanced use of services provided through the Bureau of Community Services, with special emphasis on programs conducted by Michigan Economics for Human Development; and developing greater awareness and use of employment services provided by the Michigan Employment Security Commission.

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# CHAPTER I
# INTRODUCTION

The Michigan Department of Labor, through its offices and bureaus, administers a variety of programs. This study briefly describes and analyzes three programs/agencies:

- CETA--administered by the Bureau of Employment and Training--and the ensuing JTPA--administered by the successor Bureau of Employment and Economic Development;
- Bureau of Community Services.
- Michigan Employment Security Commission (MESC)

Other services provided by the Department also impact on employment and training. Among them are:

- Office of Industrial Training - Designs training programs for private businesses and provides community development and technical assistance. Under JTPA, it has been involved particularly with attracting new business to the State and retraining of workers. In FY 1985, the office proposes to design approximately 20-25 training programs, involving up to 2,000 individuals.
- Office of Women and Work - Advocates and provides for information on employment programs for women and monitors the displaced homemaker program. It also administers programs for non-traditional apprenticeships and teen parents.

The department, as shown in Chart I below, currently is organized in terms of three major clusters (administrations), each under a deputy director:

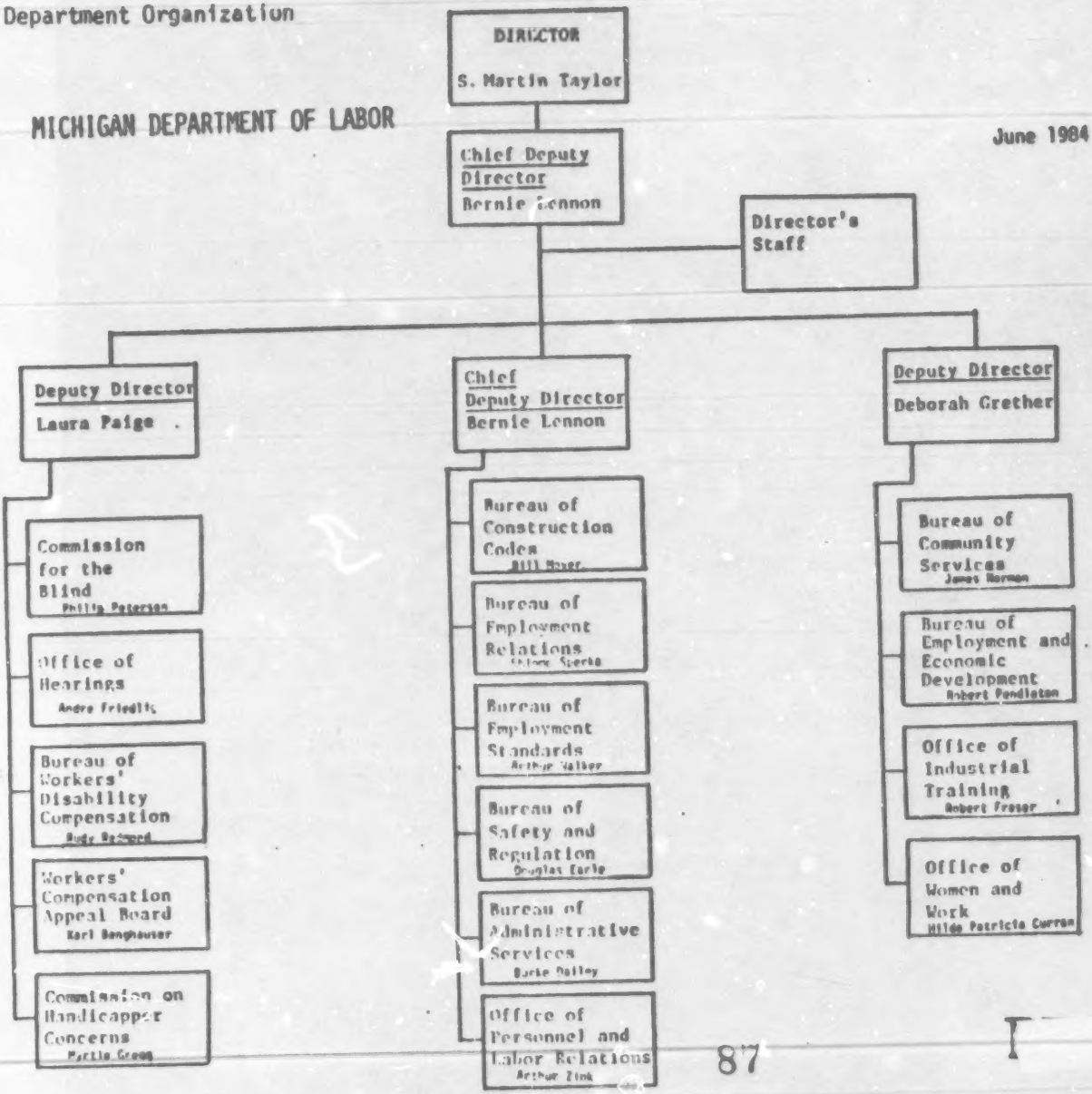
- Management and Special Services
- Standards and Employment Relations
- Employment and Economic Development

MESC, it should be noted, customarily is listed as part of the department but, by statute and by funding, is fully autonomous.

CHART 1 - Department Organization

## MICHIGAN DEPARTMENT OF LABOR

June 1984



# CHAPTER II
# COMPREHENSIVE EMPLOYMENT AND TRAINING ACT PROGRAMS

## Program Descriptions

Programs for training and employment of the disadvantaged and unemployed were authorized under CETA in 1973, as amended in 1974, 1976, and 1977. In 1978, it was subsequently reauthorized through FY 1982. Later programmatic focus shifted away from public service employment, limiting those positions to individuals most in need (i.e., long term unemployed, welfare recipients, etc.) The amended law emphasized job training, particularly in conjunction with educational institutions. Efforts, were made, such as the Private Sector Initiative Program, to involve private industry in the training and employment of the disadvantaged and to enhance unsubsidized placements.

The Employment and Training Administration of the U.S. Department of Labor managed the CETA programs through a national office and ten regional offices. The legislation placed the responsibility for program operation on states and local units of government. Within Region V, Michigan operated employment and training programs through 24 "prime sponsors." Prime sponsors were constituted of different government units, varying according to population density and generally including a population of over 100,000 people. Prime sponsors could offer services directly or subcontract with other agencies to provide training.

Special programs were developed for targeted groups identified as most in need of services. CETA's objective was to enable those persons to secure unsubsidized and self-sustaining employment. The majority of participants in Michigan in FY 1981 were in programs under CETA Title IIB/C, Title IID, Title IV, Title VI and various categorical programs.

### Title II Programs - Employment and Training Services

These work and training activities formerly were contained in Title I. Operational components included classroom training, work experience, on-the-job training, provision of supportive services, along with job search counseling. The Act as amended limited enrollment in Title IIB training and work experience to the economically disadvantaged who are under or unemployed, or still in school. The reauthorization also restricted Title IID public service employment (PSE) programs to those with family income below 70% of the lower living standard or Michigan's Department of Management and Budget's poverty level guidelines. (For a non-farm family in a metropolitan area in January of 1981, the maximums were $5,790 and $5,690.) PSE employment tenure was to last no more than 78 weeks (with possible extensions in areas of high unemployment).

The basic components of CETA employment and training services programs in Michigan were:

- Classroom training - Basic or remedial education and technical training were provided, to develop skills for specific career areas. This training generally was conducted in local educational and training institutions. These institutions also provided assessment, counseling and placement assistance, to promote "employability skills."

- Work experience - Participants were placed in minimum wage, short term employment, 30 hours a week up to 13 weeks with non-profit or public agencies. Typical work experience positions were clerks, teacher aides, maintenance workers, paraprofessionals, and skilled trades trainees.

- On-the-job training - On-the-job training was conducted with participants who are employed full-time, either in the private or public sector. Skills training was provided for the specific job. The employers were reimbursed for training costs, based on the position's skill level and entry wage rate. Frequently, community-based organizations were contracted with to provide on-the-job training to participants.

- Supportive services - Additional assistance was made available to enable individuals to successfully utilize CETA employment and training opportunities. Services encompassed testing, counseling, placement, child care, and transportation.

Titles IID and VI - Public Service Employment

PSE served 28,119 participants in FY 1981 at a cost of almost $127 million. PSE consisted of fully subsidized, "counter-cyclical" positions created to "enhance employability and job security of those who faced structural barriers in the competitive labor market." PSE jobs were generated in local government units, educational institutions, and non-profit service agencies. Primarily, the activities were special projects of limited duration. Programs were discontinued in FY 1982, as a result of the focus on unsubsidized private sector employment.

Title IV - Youth Programs

Because of the extremely high rate of unemployment experienced by those under 21 years of age, and especially high school drop-outs and minorities, a number of CETA programs have concentrated on meeting their employment and training needs. Programs with a particular focus on disadvantaged youth in Michigan included:

- Youth Employment and Training Program - YETP was created for the most disadvantaged youth. Supervised jobs were provided in community agencies. Career exploration, preparation and job counseling were included in this program. YETP also was able to place some of the participants in unsubsidized employment. Most activities were run in conjunction with local schools.

- Youth Community Conservation Improvement Program - YCCIP participants performed community service work aimed at vocational skills development such as weatherization and improvement of homes.

- Summer Youth Employment Program - This program placed individuals in work experiences designed to develop skills and work habits and to provide financial maintenance in a structured and well-supervised form. Community work experiences were generally of 9-10 weeks in duration.

- Governor's Youth Grant - The Governor's Youth Grant was a separate, discretionary grant allocated to meet youth needs specific to individual states.

- Job Corps - This program was also included under Title IV programs and is under JTPA Title IVB. To foster employability and skills development, Job Corps is targeted to economically disadvantaged youth between 16-21 years of age. Individually-paced intensive educational and vocational training is provided along with work experience and job counseling at various area Job Corps centers. Training programs at the Job Corps residential centers range from 6 months to two years. Individuals are encouraged to earn a high school equivalency diploma. Besides testing, career counseling, basic education and vocational training, Job Corps resident trainees are also provided with medical and dental care and a graduated living allowance. Three centers in Michigan--Grand Rapids, Benton Harbor, and Detroit--have offered training programs to Michigan dropouts.

Title VII - Private Sector Initiative Program

The Private Sector Initiative Program was created to encourage private sector involvement in employment and training activities conducted by CETA prime sponsors. This effort reflected the policy movement away from PSE subsidizations. Private Industry Councils were established to further coordinate placement efforts in the private sector labor market. A large percentage of participants were involved in "employment generating" activities such as classroom and on-the-job training. Job placement efforts were a key element.

Categorical and Special CETA Programs

CETA prime sponsors in Michigan addressed the employment needs of certain segments identified as most disadvantaged through specific projects. Special programs encompassed:

- Title III Programs:

  - Michigan Economics for Human Development including home weatherization programs (see description of programs in chapter on Bureau of Community Services)
  - Indian Programs
  - Ex-Offender Program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- Special Programs:
  - Special Governor's Grants
  - Vocational Education
  - Public Sector Reemployment Program

## Program Participation

Presented below are participation rates for CETA programs by fiscal year from 1975 to 1983. The level of Hispanic participation is displayed in comparison to total CETA enrollments. To illustrate the level of Michigan Hispanic utilization of CETA programs, percentages and totals are given both with and without the Title III migrant program run by Michigan Economics for Human Development (MEHD). Since it has been asserted that inclusion of migrant programs (in which Hispanics are highly concentrated) biases upward the average number of native Hispanics served by including non-residents, both participation levels are included. In Michigan over the nine years, Hispanics totaled 3.7% of CETA participants, or 5.9% if the migrant program is included.

Table 1
Total Enrollment in Michigan CETA Programs

| Fiscal Year | Total (Without Migrant Program) | Hispanic (Without Migrant Program) | Percent of Total (Without Migrant Programs) |
|---|---|---|---|
| 1975 | 71,020<br>(71,020)* | 3,210<br>(3,210)* | 4.5%<br>(4.5%)* |
| 1976 | 152,929<br>(149,430) | 8,938<br>(6,104) | 5.8%<br>(4.1%) |
| 1977 | 180,730<br>(176,665) | 10,773<br>(7,484) | 6.0%<br>(4.2%) |
| 1978 | 206,479<br>(201,137) | 11,392<br>(7,422) | 5.5%<br>(3.7%) |
| 1979 | 174,718<br>(169,143) | 10,699<br>(6,000) | 6.1%<br>(3.5%) |
| 1980 | 186,531<br>(179,725) | 11,664<br>(5,749) | 6.3%<br>(3.2%) |
| 1981 | 167,874<br>(163,923) | 8,908<br>(5,446) | 5.3%<br>(3.3%) |
| 1982 | 110,922<br>(108,069) | 6,670<br>(3,817) | 6.0%<br>(3.5%) |
| 1983 | 105,317<br>(101,473) | 6,948<br>(3,554) | 6.6%<br>(3.5%) |
| Total | 1,356,520<br>(1,320,056) | 79,611<br>(48,216) | 5.9%<br>(3.7%) |

*MEHD program was not in effect.

Source: Bureau of Employment and Training (Program Information and Evaluation Section), Michigan Department of Labor, Lansing, Michigan.

Table 2 documents Hispanic participation rates by the various CETA Title programs for FY 1983. The highest concentration, as expected, was in the MEHD program. There the 3,394 Hispanics receiving services constituted 88% of the clientele. Total expenditures in this program were over $1.5 million, with an average cost of $393 per person served. Below is a brief summary of the number of Hispanics and their percent of totals for selected programs along with dollar expenditures for the respective services. Table I in the Appendix displays parallel data for FY 1975-1983 (minus expenditures).

Table 2
Total and Hispanic CETA Enrollment in Michigan
FY 1983

| CETA Titles | Total State Enrollment | Hispanic Enrollment | Percent of Total | Expenditures (in Thousands) |
|---|---|---|---|---|
| Totals (all Titles) | 105,317 | 6,948 | 6.6% | $176,584* |
| Consolidated Program** | 60,865 | 2,220 | 3.6% | $ 97,562 |
| Title III (Indian) | 385 | 0 | 0.0 | $ 571 |
| (Migrant) MEHD | 3,844 | 3,394 | 88.0% | $ 1,510 |
| Title IV (SYEP)*** | 36,799 | 1,264 | 3.4% | $ 31,436 |
| Special Governor's Grant | 3,424 | 70 | 2.0% | $ 2,042 |
| Subtotal without Migrant Program | 101,473 | 3,554 | 3.5% | |

*Includes administrative cost pool
**FY 1983 - Consolidated programs - Titles II B/C, IVA and VII
***Summer Youth Employment Program

Source: Bureau of Employment and Training (Program Information and Evaluation Section), Michigan Department of Labor, Lansing, Michigan.

From 1975 to 1978 Hispanic enrollment in CETA had increased. This parallels the general trend for all participants. Title IIB/C employment and training programs accounted for the greatest increase with a peak extension of services to an additional 50,000 individuals in 1976. Total enrollments were the highest in 1978 at 206,479. Hispanics total participation levels showed the following changes for successive years (base year 1975 = 3,210 Hispanic participants and 71,020 total participants):

| | 1976 | 1977 | 1978 | 1979 | 1980 | 1981 | 1982 | 1983 |
|---|---|---|---|---|---|---|---|---|
| Hispanic* | +180% | +20% | +6% | -6% | +9% | -24% | -25% | +4% |
| Total | +115% | +18% | +15% | -16% | +7% | -10% | -34% | -5% |

*Includes Migrant Program

Initial gains in Hispanic participation levels during CETA's first years, which reached a high of 11,664 in FY 1980, have been offset by program cutbacks and declines in numbers of Hispanic migrants served. A sharp drop of 24% occurred between FY 1980 and FY 1981 as compared to a 10% drop in total enrollment. Hispanic enrollments dropped 40% in Title VI PSE and 18% in II-D PSE programs, in line with total enrollment cutbacks of 47% and 24%. Because of the concentration of Hispanics in migrant programs, the 41% participant drop experienced intensified the downward trend for this group.

Tables 3 and 4 below illustrate the level of success of Michigan Balance of State programs in meeting Equal Employment Opportunity benchmarks for FY 1980. CETA title shortfalls and enrollments for selected target groups indicate Hispanics generally fall below benchmarks. (This table is from an informal internal study conducted by BET in 1980.) The MESC benchmark system was used in CETA affirmative action reports and depends on ethnic self-identification by the participants. Possibly lack of awareness of eligibility for CETA programs could account for the shortfall from Hispanic benchmarks. Programmatic determination by the current state administration is affecting the focus of training programs and targeted clientele under the new legislation. Considering current trends toward federal block grants to the states, Hispanic advocacy is more likely to make difference in these formative stages.

Since 1975, the participation data indicates that Michigan Hispanics have been represented in CETA programs at or above their relative proportion of the state population. As compared to their 1.8% share of State population, Hispanics have comprised 5.9% of CETA programs, or 3.7% exclusive of the migrant programs. MESC's Spring 1983 "Affirmative Action Report" indicates that Hispanics in Michigan experienced an unemployment rate of 22.8% in 1982 compared to the state average of 15.5%. While not as high as the unemployment rate for blacks (29%), this would point to a substantial need for employment services for the Hispanic community.

## Termination and Placement Rates

Table 5 on the following page provides a summary of performance measures for individuals leaving Title IIB/C programs. Since not all prime sponsors report termination, placement and wage gain statistics, the figures listed were estimated from data available through the Manpower Services Evaluation System in the Bureau of Employment and Training. For further illustration, Table II in the Appendix shows the percent of Hispanics entering employment from the CETA consolidated program in FY 1983 in comparison to other ethnic groups. In FY 1983, with the end of CETA programs, services to all CETA participants were terminated. Of the 2,200 Hispanics enrolled in the consolidated program (Titles II B/C, IVA and VII), 802 found unsubsidized employment. Among the 3,394 Hispanics enrolled in MEHD programs, 240 found such employment, and 59 of the summer youth workers found jobs.

Table 5 indicates an upward trend in "entered employment" over the three year period from 1980-82 with the percentage of Hispanics increasing from 33.8% to

Table 3

Comparison Of The Comprehensive Employment And Training Act (CETA), Balance Of State (BOS) Enrollments And Equal Employment Opportunity (EEO) Benchmarks For Selected Groups In Michigan: Fiscal Year 1980.

| Selected Groups[a] | EEO Benchmarks[b] | State CETA/BOS Enrollments[c] | Shortfall Number | Shortfall Percent |
|---|---|---|---|---|
| TOTALS (All Groups) | 30,363 | 18,987 | 10,243 | 37.7 % |
| 1) Women | 24,141 | 13,398 | 10,243 | 42.4 |
| 2) Blacks | 1,075 | 993 | 82 | 7.6 |
| 3) Hispanics | 550 | 269 | 281 | 51.0 |
| 4) Indians & Asians | 829 | 824 | 5 | 0.6 |
| 5) Handicappers and older) | 2,580 | 2,313 | 267 | 10.3 |
| 6) Older Workers (Age 55 and Older) | 1,188 | 590 | 598 | 50.3 |

Source: Bureau of Employment and Training (Balance of State Operations Division), Michigan Department of Labor, Lansing, Michigan, 1980.

a These are among the targeted groups in CETA.

b EEO benchmarks are the number of people eligible for CETA services within each group.

c Includes CETA Titles: II BC; II d; VI YETP; IV YCCIP; IV SIEP; and VII PSIP.

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Table 4

Comparison Of The Hispanic Comprehensive Employment And Training Act (CETA), Balance of State (BOS) Enrollments And Equal Employment Opportunity (EEO) Benchmarks In Michigan: Fiscal Year 1980.

| CETA Titles | EEO Benchmarks[a] | State CETA/BOS Enrollments | Shortfall Numbers | Shortfall Percent |
|---|---|---|---|---|
| TOTAL (All Titles) | 550 | 269 | 281 | 51.0 % |
| 1) Title II BC | 184 | 86 | 98 | 53.2 |
| 2) Title II D | 91 | 45 | 46 | 50.5 |
| 3) Title IV YETP | 73 | 35 | 38 | 52.0 |
| 4) " YCCIP | 5 | 0 | 5 | 100 |
| 5) " SYEP | 89 | 44 | 45 | 50.5 |
| 6) Title VI | 98 | 54 | 44 | 44.8 |
| 7) Title VII PSIP | 10 | 5 | 5 | 50.0 |

Source: Bureau of Employment and Training (Balance of State Operations Division), Michigan Department of Labor, Lansing, Michigan. 1980.

[a] EEO benchmarks are the number of Hispanics eligible for CETA services.

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Table 5

Selected Statistics on the Participation of Hispanics in Michigan's CETA Title II B/C Program

| | Fiscal Year | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | 1980 | | | 1981 | | | 1982 (Third Quarter) | | |
| | Total | Hispanic[1] | % | Total | Hispanic[1] | % | Total | Hispanic[1] | % |
| Enrollment | 66,530 | 2,453 | 3.7 | 60,797 | 2,425 | 4.0 | 43,568 | 1,736 | 4.0 |
| Terminations | 46,546 | 1,809 | 3.9 | 43,892 | 1,792 | 4.1 | 23,053 | 984 | 4.3 |
| 1) Entered Employment | 10,552 | 611 | 5.8 | 12,590 | 694 | 5.5 | 8,064 | 400 | 5.0 |
| 2) Other Positive | 19,711 | 459 | 2.3 | 13,356 | 529 | 4.0 | 5,635 | 254 | 4.5 |
| 3) Non-Positive | 16,283 | 739 | 4.5 | 17,946 | 569 | 3.2 | 9,354 | 330 | 3.5 |
| Percent Entering Employment | 22.7 | 33.8 | 149 | 28.7 | 38.7 | 135 | 35.0 | 40.7 | 116 |
| Percent Other Positive Terminations | 42.3 | 25.4 | 60 | 30.4 | 29.5 | 97 | 24.4 | 25.8 | 106 |
| Percent Non-Positive Terminations | 35.0 | 40.9 | 117 | 40.9 | 31.8 | 78 | 40.6 | 33.5 | 83 |
| Total | 100.0 | 100.1 | - | 100.0 | 100.0 | - | 100.0 | 100.0 | - |
| Pre-CETA Wage | $ 2.93 | $ 2.79 | 95 | $ 2.88 | $ 2.65 | 92 | $ 2.60 | $ 2.76 | 106 |
| Post-CETA Wage | $ 4.22 | $ 4.14 | 98 | $ 4.73 | $ 4.68 | 99 | $ 4.54 | $ 4.36 | 96 |
| Wage Change | $ 1.29 | $ 1.35 | 105 | $ 1.85 | $ 2.03 | 110 | $ 1.94 | $ 1.60 | 82 |

[1] Actual figures used for Enrollment, Terminations and Entered Employment. Other Positive and Non-Positive figures and percentages based on these figures were based on estimates from the Manpower Services Evaluation System (MSES). MSES data comprised 53, 68 and 77 percent, of fiscal year 1980, 1981 and third quarter 1982, respectively, of statewide Hispanic Other Positive and Non-Positive terminations. Wage data for Hispanics was also based on MSES data adjusted to reflect actual pre and post CETA wages. MSES data comprised 47, 66 and 66 percent, of fiscal year 1980, 1981 and third quarter 1982, respectively, of statewide wage data.

40.7%. Hispanic placement rates compare favorably with total rates, being respectively 11.1%, 10%, and 5.7% higher for the three years indicated. In a study on CETA termination rates in 1982 done by Michigan Department of Labor staff, it was found that Hispanics were more likely to find employment than expected with the reverse tendancy for blacks.

"Other Positive Terminations" include termination after successful completion of classroom training, entering another employment and training program, entering military, or "reasons which further program objectives" of increasing participant employment potential. Hispanic estimates in this category show a rate of from 25-29%. The percent of non-positive terminations (i.e., due to transportation or financial problems, dropped out, etc.) showed a downward trend from 40.9% to 33.5% for Hispanics. Wage change estimates must be interpreted carefully, due to the fact that a number of CETA participants had no pre-CETA wage. This may overestimate the significance of program impacts. These estimates do, however, point to an apparent real income gain, especially in FY 1981 for post-CETA Hispanics (around an hourly $2 increment).

Data on the effects of program elements (i.e., classroom training, on-the-job training, etc.) on Hispanics in CETA are not collected for the State of Michigan in a comprehensive, uniform manner. What can be examined are general trends in CETA terminations for all participants. For FY 1981, an analysis of performance measures in the annual Michigan CETA Activity Report* identified the following:

- Title VII (Private Sector Initiative Program) and VI (Public Service Employment) exhibited the highest employment rates of 47% and 44%.
- Other program placement rates were: Title IID - 36%; Title IIB/C - 32%; YETP - 18%; and YCCIP - 12%.
- Title VII produced the highest number of private sector placements, while public service programs yielded the lowest.
- The highest level of "positive terminations," which include all those who leave the program for positive reasons, was attained by Title IV, YETP programs, followed by Title VII, Private Sector Initiative Programs.
- Costs per individual served were the highest for Title VI, PSE, at $4,645. The lowest were for Title IIB/C at $1,505. Costs per employment was the highest for the youth program, YCCIP, at $19,692 and the lowest for the Private Sector Initiative Program, at $6,752.

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* This report should be consulted for a more complete analysis of the significance of these findings, the limitations of the data, and external constraining factors.

- Table III in the Appendix shows trends in program expenditures per participant. While most programs have shown an increase over those six years, Title IIB/C had shown the greatest increase. Because vocational education funds fall under this category, it may explain the magnitude (145%) of the increase. Michigan's high rate of inflation at that time was an additional factor.

- Table IV in the Appendix provides information on component expenditures by CETA Title. For total Michigan CETA programs (excluding administrative cost pool), 20% of expenditures were for wages, 32% for services, 28% for training, 18% for allowances, and 10% for fringe benefits. The recision of PSE allocations during 1982 and the phase-out of all PSE programs produced a different allocational pattern for the FY 1982-83. Specifically, the federal policy orientation away from public sector employment altered this funding distribution.

## Program Implications

A definitive study conducted by Robert Taggart assessed CETA programs on a nationwide scale. It provides some insight into what has worked in these programs. While there is little information on specific Hispanic outcomes, his findings serve as one of the few bases on which to develop program recommendations. Identified performance outcomes and relationships include:

- Classroom training significantly increased participants' earnings in the first two years of employment after participation.

- Work experience participants demonstrated higher levels of entering employment than did those in classroom training.

- Hispanics, Indians, Asians, and persons with limited English participated in classroom training in 1980 to a greater degree than the average participant.

- On-the-job training (OJT) exhibited a higher placement rate, but it is difficult to elicit employer participation. OJT also has fewer long term benefits than classroom training.

- One important factor was duration in training program. Placement rates and wage gains increased with participation length. The "hard core" unemployed cannot effectively be trained in a short timeframe. Policy judgments need to be made between longer term, more expensive programs--serving fewer but with higher long-run benefits--or shorter term programs--serving more but with a diminished return.

In the current state of recovery in Michigan's economy, numbers placed in any type of employment will be the goal of employment and training programs. If this occurs, problems of the most disadvantaged, "structurally unemployed" will not be addressed. Counter-cyclical measures will benefit those unemployed due to economic downturns. But past trends indicate that, with an

improvement in the economic climate, these individuals will have a greater probability of finding employment. This does not hold true for minorities and the disadvantaged, who show consistently high levels of unemployment even in an improved economy. Specific intents of legislation and program goals should be enunciated to clarify what these programs are intended for, who the clientele is to be, and what type of services are therefore necessitated (e.g., intensive training versus income maintenance). Greater consensus must be reached on economic and human results.

Taggart asserts that developing effective employment and training programs will be dependent on more reliable measures of what type of services have been the most effective to date. He recommends effective program evaluation on an individual enrollee basis. Other recommendations for participant follow-up also are made.

Types of skills provided should be aimed at stable positions rather than those with high turnover rates. Longer term, quality training ideals will need to be adapted to the still serious unemployment levels of Michigan today.

A survey of prime sponsor youth program coordinators was conducted in FY 1979 by the Youth Employment Clearinghouse in the Michigan's Department of Labor. Some perspectives gained from the respondents highlight trends, benefits, and structural problems particular to the Michigan youth programs. One feature of successful programs frequently mentioned was a high level of staff commitment. This is understandably beneficial, but difficult to promote or guarantee. An important component impacting on performance levels was a low supervisor to participant ratio. Positive work habits and a clear understanding of task requirements were facilitated by closer staff monitoring and direction. Also reflected was awareness of the growing necessity for local service deliverers to coordinate their efforts. To maximize the benefits of the scarce resources available in times of cutbacks, linkages and roles must be clearly understood and publicized.

The survey revealed that a number of prime sponsors in Michigan had adopted the concept also recommended by Taggart, of an "employability plan" for each CETA participant. Combined with on-site monitoring, individual plans provide needed standards against which to measure program effectiveness.

Major shortfalls identified in CETA youth programs were the perceived necessity to generate high numbers of individuals processed and the lack of feedback from federal monitors. Instability of funding, lack of flexibility to reallocate monies, and limited timeframes for program planning, development, and initiation also hindered maximization of service quality. Prime sponsor respondents also exhibited an awareness of the need to move away from public sector work experiences and strengthen private enterprise participation. A combination of both classroom training and work experience was cited as the most efficient mix of program components. Inclusion of service recipients in program planning also was a goal of a number of agencies.

On a national level, three studies conducted by the U.S. General Accounting Office, published in 1980 and 1982, attempted to assess the effects of CETA employment and training programs on both youth and adults. For youth in a pilot project, results were mixed. Operational problems, such as too rapid start-up and lack of work and supervision, were partly responsible for limiting program benefits. One critical element identified was the need for good work habit development. It was found that participants benefit the most from structured and demanding worksite activities which are deemed to be meaningful. Inability to achieve a net increase in private sector jobs for youth was a significant impediment.

In the CETA programs for disadvantaged adults, employment gains did result over the pre-CETA period, and a decrease in reliance on public assistance. However, participants were more likely to be in public sector positions than in the pre-CETA period. Classroom and work experience training generally demonstrated the worst outcomes. These programs, however, also tended to have the most disadvantaged participants. Those in on-the-job training showed higher post-CETA wage gains, yet this is partially because they are generally in higher wage occupations.

Another of the studies investigated a Private Industry Council (PIC) approach to involving the business community in CETA programs. The PIC concept is relevant particularly because it is one holdover from CETA which is an integral part of the new JTPA initiatives. Early PIC programs generally were not successful, due to early drop-outs and low placement levels. More successful later endeavors were designed to ensure participation by private companies in developing training programs suited to their individual needs. Employer commitment was viewed as particularly important to program success and high placement rates. This type of commitment, especially during periods of economic downturns, has proven difficult to obtain.

As can be seen from these federal studies, clearcut analysis of CETA components and results is extremely difficult. Separating out operational, administrative, and client characteristic effects from true program impact has not been achieved. Cost/benefit determinations, though tenuous at best, do provide limited direction for new program development and offer some implications for JTPA programs.

## Job Training Partnership Act

Beginning October 1, 1983, with termination of CETA programs, JTPA authorized programs were initiated. Designated as the Initial Program Period (October 1, 1983 through June 30, 1984), this was a transitional time before the change to a July through June program year. During this period, prime sponsors had the options of operating CETA programs (under Titles or the consolidated program) or JTPA programs. No data on types of programs or participation rates was available at the time of this report. To illustrate future directions and comparisons to former CETA operations, major JTPA provisions, organizational and programmatic, are described below. (For comparisons of CETA and JTPA Titles, see Table V in the Appendix.)

Organization

Under JTPA, the 32 prime sponsors and balance of state consortia who were the geographical units for CETA programs have been replaced with 26 local service delivery areas (SDA's). The service delivery areas are designated by the Governor in coordination with the Michigan Job Training Coordinating Council. The Council and the Governor also review and approve local job training plans and monitor performance of the State system. The newly created Governor's Office for Job Training assists in resource planning and is particularly concerned with retraining and placement of dislocated workers.

Service delivery areas have responsibility for program planning and administration. Implementation rests with a "partnership" of chief elected officials and a private industry council. The private industry councils, appointed by the elected officials, must consist of over 50% private sector representatives (large and small businesses) and community organization/agency members.

Funding Allocation

For the initial program period, Federal funding levels to the states were based on relative numbers of unemployed, excess unemployed, and economically disadvantaged. Each of these groups was to receive one-third of the funds. Michigan was allocated:

- $82 million ($64 million for service delivery areas and $18 million for Governor's programs) in Title IIA
- $5 million for the dislocated worker program
- $40 million for summer youth employment programs

For the 1984 Program Year, Michigan was slated to receive:

- $104 million ($81 million for service delivery areas and $23 million for Governor's programs) in Title IIA
- $12 million for the dislocated worker program
- $37 million for summer youth employment programs

Michigan's program year 1984 JTPA allocation represented a $25 million (14%) reduction from FY 1983. (For the distribution of JTPA funds in Michigan, see Table VI in the Appendix.)

In particular, the Title IIA adult and youth program suffered a significant cut of 20%, while the summer youth program was reduced $3 million. There was, however, an additional $4.6 million received in the Title III dislocated worker program. (Table VI in the Appendix also provides a picture of the distribution of funds by service delivery area.) The Migrant and Seasonal Farmworkers program was allocated $824,000 for the nine-month implementation period, compared to a $1,506,000 expenditure in FY 1983 (an approximately 27% decline; however, this does not include peak harvest months).

Program Focus and Design

The primary objectives of JTPA are a decrease in welfare dependency and an increased employability and placement level for youth. Special emphasis also has been placed on training and retraining for dislocated workers and older, disadvantaged, and handicapped individuals. JTPA performance measures are concentrated on outcomes: how many individuals are placed in unsubsidized employment, increased earnings, or reductions in welfare payments.

The basic difference from CETA programs lies in JTPA's focus on private sector placements, and on improvement of the private business climate to attract new enterprise and encourage commercial expansion and economic development. There is, in the legislation, a prohibition against the public service employment which characterized a good part of CETA. Under JTPA, stipends or salaries are permitted only under very limited circumstances.

Programmatic development will emphasize classroom training, on-the-job training, counseling, vocational experience, job development and placement, and other employment generating activities. In 1984-85, it is expected that around 39,000 individuals will participate in JTPA programs.

As of April 1984, the Governor's Office for Job Training had initiated 33 JTPA projects to serve over 10,000 persons. Projects in the small business sector included:

- An entrepreneurial project at Jackson Community College
- A machinist training institute
- An on-the-job training program in Muskegon
- A Downriver area training effort

The Department of Education is initiating "try out employment" programs, limited to 250 hours. That department, in cooperation with the Department of Labor, also is sponsoring "Quick Start" programs to provide specific skill training for individual businesses.

In August 1984, the Governor's Office for Job Training issued an inventory of the job training programs in Michigan funded at least in part by public agencies. This inventory classifies and annotates thirty-five programs. These programs estimated to be assisting nearly a million people, with a total annual investment of more than $800 million. No categorical programs for Hispanics are listed. The section on migrants does cover a $1.1 million JTPA grant program contracted through Michigan Economics for Human Development, which is estimated to serve 2,600 persons.

# CHAPTER III
# BUREAU OF COMMUNITY SERVICES

## Agency Description

The Bureau of Community Services provides funding, administration and technical assistance for programs aimed at making the state's poor self-sufficient. This goal is pursued through helping individuals to attain improved skills, knowledge, and motivation. Through 30 Community Action Agencies (CAA's) and six local non-profit agencies, in FY 1982 over 250,000 (duplicate count) were served, despite a 37% funding cut from FY 1981. Three-fourths of the Bureau's distributed funds went either for Emergency Assistance programs or General Community Programming which includes employment, training and economic development. Other programs conducted by the CAA's include energy assistance, weatherization, and neighborhood assistance and participation. CAA's also assist in distributing free cheese. Special priority clients included are the elderly poor, the handicapped, and migrant and seasonal farm workers.

## Program Descriptions

In designing and operating programs, the policy of the Bureau is to elicit maximum participation by those needing services. To minimize dependence on public subsidies, private sector involvement also is highly sought. Representation by consumers, and private and public sector officials is required on the governing boards of the CAA's.

The Bureau of Community Services provides training and technical assistance for CAA's in the state. It conducts conferences and training sessions, and provides technical assistance visits to CAA's. In FY 1983, programs administered included:

- Targeted Fuel Assistance Program - This program helped over 58,000 disadvantaged households in meeting their heating bills. To offset high fuel costs for the poor, one-time payments are made to energy suppliers. Twenty-one thousand individuals received help in FY 1983.

- Low Income Home Weatherization Program - This activity assisted 18,000 households in FY 1983, at an average cost of $1,200 per unit. Two-thirds of those receiving the services are required to be senior citizens.

- Community Services Block Grant Program - This program provided over $13 million in funds to CAA's for a variety of anti-poverty activities in FY 1983.

The Bureau also serves children through Head Start programs, and the elderly through various employment and training programs.

## Program Participation

Among major activities conducted by the CAA's in Michigan which provided education and training during FY 1982 and 1983 were:

- Senior Services - 250,000 participants/1982; and 245,000/1983
- Head Start/Day Care - 27,000 participants/1982; and 30,000/1983
- Youth Services - 28,000 participants/1982; and 20,000/1983
- Employment and Training - 17,000 participants/1982; and 7,000/1983

As can be seen from these figures, the most notable shift in program emphasis between FY 1982 and FY 1983 was a significant cut (60% reduction in participants) in employment and training services. The drop was caused by the termination of CETA.

The CAA's collect information on minority participation in programs. For purposes of this report, however, this information was not available in aggregated forms which would allow meaningful comparisons.

## Programs Targeted for Hispanics

A stated program goal of the Bureau of Community Services is to assist migrant and seasonal farm workers in need, and to promote self-sufficiency. Programs sponsored by the Bureau of Community Services that most easily can be identified as serving Hispanics are conducted by Michigan Economics for Human Development (MEHD) and the Spanish Speaking Information Center.

### Michigan Economics for Human Development

In FY 1982, MEHD received $135,000 from a Community Services Block Grant to provide services to migrants and seasonal farm workers. The major focus of the grant to direct farm workers to needed services such as Nutritional Services, Adult Basic Education, and health or employment services. In FY 1983, MEHD also assisted in weathering 397 houses. MEHD programs, funded in part through other sources, include:

- Head Start Programs
- Migrant Medical Clinics
- Home Weatherization
- Employment and Training
- Adult Basic Education
- Nutrition Programs
- Ex-Offenders Job Placement
- College Preparatory
- Rural Development Loans

The agency served over 1,000 families, under a Bureau of Community Services grant in FY 1982, through:

- Information and referral to 250 families
- Translation assistance to 400 families
- Employment, training and supportive services to 400 families

For FY 1982, approximately 85% of the MEHD clientele identified themselves as Hispanic.

During the first two quarters of FY 1983, 1,023 individuals participated in MEHD employment and training programs. Of those, 117 were placed in full time, unsubsidized employment. Among the others, 278 continued on into other training programs (i.e., vocational or job training, Job Corps, work experience, etc.). Additionally, during that period, over 1,000 supportive services were given to these individuals. Four hundred and two individuals with limited English speaking ability were assessed during the six month period, of which MEHD helped 28 to find full-time, year round employment.

In 1984, MEHD had eleven area offices and eight day care centers, located in areas of high migrant concentration.

Spanish Speaking Information Center

This center, located in Flint, has been in existence since 1969. It was created primarily to serve the Hispanic population of Genesee, Lapeer, and Shiawassee counties. One focus has been to assist migrant and settled-out workers in improving their employment status.

During FY 1982, 905 individuals were served through referral, counseling, educational, employment and training and community development activities. For FY 1983, a training project was scheduled, through the Ayudar Outreach Center, to receive over $10,000 in Community Services Block Grant funding.

## Planned Activities

Under JTPA, the Bureau will be integrating the new private sector focus into community action agency programs. Projected state enrollments for FY 1985 are:

- 17,000 adults in classroom training, GED preparation, and on-the-job training
- 28,000 low-income youth in employment and training and summer programs

# CHAPTER IV
# MICHIGAN EMPLOYMENT SECURITY COMMISSION

## Agency Description

The MESC was established by the 1933 Wagner-Peyser Act. Its mission is to place the unemployed in jobs and, concurrently, to assist employers in meeting their workforce needs. The major types of service provided are:

- Unemployment Insurance (UI)
- Job Service

Operating guidelines and funds are provided entirely by the federal governments.

Primary responsibilities assigned to local employment offices include payment of unemployment benefits, interviewing applicants, and collecting information on job openings. From this data, applicants and openings can be matched and referrals made. Individuals who require more than basic referral may avail themselves of a number of other services. Skills tests and career counseling are provided, with referral to educational institutions for those who need training to secure a job. Directed efforts are made to promote the employment of hard to employ and special needs groups such as veterans, handicapped, minorities, migrants, etc. Temporary unskilled employment is also available through some MESC branch offices.

Additionally, MESC collects labor market data and provides information to service delivery areas for JTPA planning. It assists in the development of aptitude tests and affirmative action policies for various employers. The agency provides occupational analysis and other technical services to employers and governmental agencies, schools, and for public use.

## Types of Services

### Unemployment Insurance (UI)

The MESC is responsible for the payment of benefits to workers insured under the Michigan Employment Security Act. An unemployed individual must have worked for at least 20 of the past 52 weeks and have earned at least $100 per week. Benefits equal 65% of net earnings, up to a maximum of $197 per week, depending upon marital status. (These requirements began in January 1983.) To be eligible for unemployment payments, the recipient must be unemployed, available, actively seeking a job, and registered for work with MESC's Job Service.

Periods of high unemployment, such as Michigan has experienced since 1979, have triggered an extended benefit program. Extended benefits provide the jobless, after they have exhausted their regular State benefits, with up to 13 additional weeks of payments. Extended benefits total 50% of the regular benefit rate paid to an individual. Between October 1979 and October 1981,

over $568 million had been paid in extended benefits to 38,000 unemployed persons in Michigan. The Omnibus Reconciliation Act of 1981 altered the trigger formula for extended benefit programs. This resulted in shorter extended benefit coverage periods. In June of 1983, due to comparatively lower unemployment levels in Michigan, the extended benefit program ended.

Beginning September 13, 1982, 10 additional weeks of unemployment benefits were made available from the U. S. Department of Labor through the Federal Supplemental Compensation program. In January 1983, an additional six weeks of benefits were provided under this program. Such payments, to those having exhausted all other unemployment compensation, totaled $7 million in FY 1982 and $570 million in FY 1983. By the end of August 1983, an unemployed worker could qualify for a maximum of 34 weeks of jobless benefits, down from 65 weeks earlier in the year. This is due to the complex triggering mechanism for the Federal Supplemental Compensation program. In spite of lower levels of benefits available, large numbers of unemployed still register with the State. In FY 1983 almost 230,000 persons exhausted their regular UI benefits, and 154,000 exhausted their extended benefits. The Omnibus Reconciliation Act also put strict limitations on unemployment compensation for ex-military personnel.

Unemployment benefits are paid from employers' contribution funds. During the past years, due to severe recessionary conditions, the State has had to borrow from the Federal government to pay jobless benefits. Extended benefits are paid through State and Federal taxes. In FY 1983, various legislative changes to the MESC act restructured financing and moved its unemployment fund toward solvency.

In FY 1981, the Michigan Legislature passed several major amendments to the existing unemployment compensation law. Beginning in March 1981, the average weekly benefit wage was raised, as well as the number of weeks of work required to qualify for benefits. At the same time, more stringent qualifications were placed on those applying for extended benefits, especially stipulating proof of job search efforts. In spite of stricter requirements, MESC paid over $1.5 billion in regular and extended benefits in FY 1982, and $1.3 billion in FY 1983.

Since unemployment benefit application forms do not have ethnic or racial group identification, information cited below on Hispanics served by UI is obtained from Job Service applicant data.

Job Service

MESC's Job Service performs a variety of job referral, counseling, and testing functions for the general public, but more specifically is targeted to finding employment for UI claimants. The Job Service maintains current informational files on job openings in Michigan communities and attempts to match unemployed registrants with available positions reported by employers. Job orders listed with MESC branch offices are entered into a computer and distributed to local offices. This information also is part of the Job Information Service, a self-service job listing. In 1981, as fewer opportunities existed in the Michigan labor market, the high ratio of applicants to job openings grew.

However, a dramatic drop occurred between FY 1982 and FY 1983. The ratio fell from 2.5 to 1 to 1.5 to 1. Job Service also publishes labor market information for employers, human service planners and the interested public. The Service has published periodic reports on minority work force participation and affirmative action information.

Job banks and related services are located in MESC offices throughout the state. To get UI benefits, individuals must be registered for the Job Service. Job Service also has been available to non-UI recipients. Because of funding cutbacks, however, Job Service is reducing its efforts for non-UI claimants. Similarly, severe limits have been placed on state apprenticeship information programs. Elimination of job placement specialists in selected schools and colleges, and curtailment of daily job bank updating, also resulted from the deteriorating economic conditions. In FY 1982 the MESC, having lost 55 locations statewide, curtailed employment services in six out of its eight Detroit offices. During FY 1983, MESC staff fell by 1,000 employees.

Skills assessment and various vocational tests are administered by the employment office. Staff conducted an eligibility review program for each UI recipient, designed to assist in "preparing a realistic work search plan." However, budget cutbacks have forced MESC to narrow its labor exchange services. Job Service also refers individuals to other supportive services which aid employment search and are available in local agencies (such as the Veterans Administration, Aid to Families with Dependent Children, and JTPA).

Among the employment programs administered by Job Service offices are targeted job tax credit, trade readjustment allowance (TRA), and General Assistance recipient programs.

Program Descriptions

Targeted Jobs Tax Credit provides up to $4,500 in tax credit to employers who hire a member of an MESC-designated target group. The potentially eligible target population includes economically disadvantaged youth (18-24), Vietnam veterans, ex-offenders, General Assistance recipients, handicapped individuals, Supplemental Security Income recipients, disadvantaged high school youth in cooperative education programs, Work Incentive (WIN) Program and Aid to Families with Dependent Children registrants, and 16-17 year old summer workers. This elective tax credit is applicable to wages paid to qualified individuals by private employers totaling 50% of the first year's wages up to $6,000, and 25% of the following year's wages up to $6,000. In FY 1983, 16,000 workers eligible for the targeted jobs tax credit found employment, providing a potential $41 million in tax savings to Michigan employers.

Trade Readjustment Allowance (TRA) supplies a weekly allowance to workers whose job loss was related to increased import levels of foreign-made products. TRA now can be obtained only after a worker's regular and extended benefits have been exhausted. Benefits also have been lowered, providing a maximum weekly allowance of $182; down from the earlier $289 cap. The 26

weeks of additional TRA for workers 60 years or older also has been restored. If the individuals are completing a training course for an occupation certified as having potential employability, TRA benefits can be extended up to 26 weeks. Since the end of 1980, TRA no longer has funds available to pay for training costs. TRA also has made available job search assistance and up to 90% relocation expense reimbursement. In FY 1981, federal regulation changes tightened certification requirements, lowered benefit levels, and shortened benefit periods. Total Michigan TRA payments in FY 1983 were $1.3 million, down from $554 million in FY 1982.

Job Corps. MESC offices provide recruitment and placement services for the Job Corps program. (See CETA Programs above.)

Food Stamp Work Registration Program. Previous to 1982, MESC registered certain food stamp recipients and offered them a variety of employment services, concentrating particularly on job referrals. MESC ended participation in this program in FY 1982. This program is now administered by the Department of Social Services.

Migrant Programs. MESC also is responsible for assisting migrant and resident seasonal workers. In 1981 the Rural Employment Services, wrote 2,700 agricultural job orders, resulting in 17,334 total placements. Nine Migrant Service workers assisted migrant and seasonal workers in areas of major agricultural activity in the state. Additionally, 2,145 of those registered were referred to supportive services for food stamps, legal aid, and training opportunities. In 1982, by the end of July, a total of 6,995 seasonal workers had registered with MESC, and 2,376 had been referred to supportive services. In 1983, only 1,519 seasonal and 1,166 migrant farm workers registered with Job Service. Other agencies involved in migrant programs include the Departments of Social Services, Public Health, and Education; county and local level agencies; and community-based organizations.

MESC also administered some CETA funds and referred CETA clients for Public Service Employment. It currently is cooperating with local communities on planning for JTPA programs. The agency also provides labor exchange services and labor market information to JTPA planning councils. It has been estimated that at least 39,000 jobless workers will have received some benefits from JTPA over its first program year.

Work Incentive Program. As of January 1982, the WIN program, a major employment endeavor which was run jointly by MESC and the Department of Social Services has ceased to function in MESC. WIN has been a nationwide program designed to provide training and employment to those receiving Aid to Families with Dependent Children (AFDC). WIN registration was required of all individuals who applied for AFDC status. At its peak in FY 1981, WIN had 101,285 registrants in Michigan, of which 19,335 were placed in jobs. The Department of Social Services provided supportive services, while MESC's functions encompassed counseling, on-the-job and vocational training, work experience, and placement. Employers of WIN registrants could claim a Federal income tax credit. After February 1982, WIN has been operated as a demonstration

project, and solely through the Department of Social Services. This reduction in program services necessitated the closing of 23 WIN offices and the layoff of 375 MESC staff.

Michigan Youth Corps. MESC Job Service offices began processing applications for the summer Youth Corps in June of 1983. Almost 68,000 youth were registered. MESC referred these young workers to state agencies and non-profit organizations. Over 22,000 individuals were placed in summer positions.

Other Programs. MESC also attempts to find employment for General Assistance recipients. Other target programs conducted by MESC have included the Disabled Veterans Outreach Program, the Referral Network for Elderly Workers, and the Summer Youth Program. Finally, as mentioned above, MESC formerly administered some CETA funds and referred CETA clients for public sector jobs.

## Program Participation

### Target Group Identification

A majority of the information available on unemployment trends, and the demographic characteristics of those needing employment services, is based on those who apply for Job Service. There are a number of limitations to this data base. When drawing inferences about Michigan's unemployed population from those registered with Job Service, those potentially needing services but not included must be considered. Non-registrants include the unemployed who have exhausted their benefits, the discouraged work-seekers who have dropped out of the labor market, and those unfamiliar with or unwilling to use government services.

In an attempt to identify those most in need of services and to furnish services on an equitable basis, the MESC has selected and classified "eligible significant segment" populations in terms of sex, age, and racial/ethnic group membership. Among these targeted segments are the long-term unemployed, the economically disadvantaged, and welfare recipients. Additionally, special emphasis groups which have been determined to be potentially the most in need of employment assistance are youth, older workers, high school drop-outs, women, displaced homemakers, Vietnam veterans, the handicapped, part-time workers, and ex-offenders. The following table displays the breakdown of racial/ethnic groups for Job Service applicants within these specific categories for FY 1981. Table VII in the Appendix shows a more detailed breakdown by sex and age group for Hispanics. Similar detail was not available for later years.

TABLE 6
Characteristics of Job Service Applicants
by Racial/Ethnic Group - FY 1981*
(Horizontal Percentages)

| Ethnic/ Racial Group | Group Totals | % Econom. Disadvntgd. | % Welfare Recipients | % Handi-capped | % Veterans | % Vietnam Veterans |
|---|---|---|---|---|---|---|
| Total | 395,485 | 73.0% | 48.7% | 5.5% | 20.4% | 3.0% |
| White | 270,041 | 47.9% | 32.5% | 6.0% | 19.7% | 5.2% |
| Black | 114,518 | 79.0% | 55.9% | 4.8% | 12.7% | 3.5% |
| Hispanic | 8,037 | 73.0% | 48.7% | 5.5% | 10.4% | 3.0% |
| Other | 2,889 | 60.9% | 38.7% | 4.8% | 11.6% | 3.1% |

* Applicants may belong to more than one characteristic group. Horizontal percentages therefore may not sum to 100%.

TABLE 7
Hispanic Job Service Applicants as Percent of
Target Groups - FY 1981
(Vertical Percentages)

| | % of Total | % of the Econom. Disadvntgd. | % of the Welfare Recipients | % of the Handi-capped | % of Veterans | % of Vietnam Veterans |
|---|---|---|---|---|---|---|
| Hispanics | 2.0% | 2.6% | 2.5% | 2.0% | 1.2% | 1.3% |

The percent of Hispanics registered with Job Service in FY 1981 (2% of the total) is proportional to their share of Michigan's population (1.8%). Hispanics tended more frequently than the average registrant to be classified as economically disadvantaged and/or as welfare recipients. Job Service defines individuals in this first category as "...members of families receiving welfare payments or whose income would qualify for public assistance or otherwise have incomes under the poverty level...their status indicates the presence of significant barriers to employment." Other characteristics of the economically disadvantaged include limited educational background (less than half have a high school diploma), concentration in low income jobs, and more frequently female and minority members. Blacks represented an even higher percentage in these lower economic status groups.

When contrasted with the relatively lower level of whites in these groups (47.9%, 32.5%), it could be inferred that unemployed Hispanics tend to be from lower income positions, or the long term unemployed, compared to whites. Alternative explanations are based on the recessionary levels of unemployment in the state in 1981. Because of the protracted economic downturn, those

whites who formerly were protected by seniority, could have become vulnerable to layoffs. Others may have exhausted their benefits or become discouraged and dropped out of the labor market. Similarly, this trend is reflected in a rising average age of the insured unemployed. Short term layoffs impact most heavily on the young. After 1979, the percent of those unemployed between the ages of 25-34 grew steadily. Between 1980 and 1981, this age group and, in fact, all age groups older than 25 grew. The age group of 25-44 year olds constitutes 53% of the unemployed compared to their estimated 47% of Michigan's civilian labor force.

Latest data available indicates that, in FY 1982, there were 4,800 Hispanic Job Service applicants out of a statewide total of 202,000, or 2.4%. Figures for FY 1983 were 4,100 out of 173,000, again 2.4%. Seasonal farm workers registered in FY 1983 totaled 1,519, and migrant farm workers 1,168.

Of the Job Service applicants identifying themselves as Hispanic, individuals placed themselves in the following occupational categories in 1982:

TABLE 8
Hispanic Job Service Applicants by Occupation
FY 1982

| Occupation | Number | Percentage |
|---|---|---|
| Total | 5,368 | 100.0% |
| Structural Work | 953 | 17.8% |
| Service | 933 | 17.3% |
| Miscellaneous | 864 | 16.1% |
| Clerical and Sales | 625 | 11.6% |
| Machine Trades | 606 | 11.3% |
| Processing | 436 | 8.1% |
| Bench Work | 383 | 7.1% |
| Professional, Technical or Managerial | 325 | 6.0% |
| Farming | 243 | 4.5% |

The higher concentration of job seekers within blue collar fields may be the result of declining automobile and related industry sales, which has caused massive lay-offs.

Unemployment Insurance Utilization

Table VIII in the Appendix gives breakdowns by ethnic/racial group and other demographics on applicants for UI benefits for FY 1983, as of September 30, 1983. Table 9 below is a portion of that report which provides a comparison between the major racial/ethnic groups and the state totals.

Table 9
Degree of Service Provided Applicants
(as of September 30, 1983)

| Characteristics of Applicants | Applicants Active at Any Time This FY | | | Applicants Provided | | Placed in Inactive File with | | |
|---|---|---|---|---|---|---|---|---|
| | Total | Registered | Partially Registered | Pos Term Service | Other Service | Pos Term Service | Other Service | No Report Service |
| White | 523,444 | 498,205 | 25,239 | 58,015 | 119,830 | 54,174 | 110,756 | 250,094 |
| Black | 124,222 | 118,520 | 5,702 | 16,310 | 30,442 | 15,411 | 29,004 | 57,458 |
| Hispanic | 18,337 | 11,321 | 7,016 | 5,368 | 4,895 | 5,106 | 4,534 | 5,836 |
| Amer. Indian & Alaskan Native | 2,298 | 2,164 | 134 | 385 | 568 | 371 | 534 | 1,013 |
| Asian & Pacific Islands | 2,820 | 2,592 | 228 | 360 | 575 | 336 | 525 | 1,500 |

Additionally, seasonal farm workers are included as an index of other potential Hispanic recipients.

Of the total applicants active any time in FY 1983, Hispanics - with 18,337 registered - constituted 3.5%. Whether this group is currently served in terms of its degree of need cannot be assessed until complete 1980 census data on Hispanics' income and employment status is available. So far, 1980 U. S. Census data indicate that, during that year, the Hispanic unemployment rate in Michigan was 17.4%, compared to 9.5% for whites and 21.5% for blacks. This suggests that Hispanics would be represented among UI claimants at a level above their population share. In 1982, total unemployment in Michigan averaged 15.5%. A Hispanic rate of 23.8% was reported, compared to 13.6% for whites and 29% for the black work force. Another indicator of potentially greater need for employment services among Hispanics is the fact that, in 1979, 18.7% of Hispanics in Michigan were below the poverty level, compared to 7.9% of whites and 26.4% of blacks.

More severe levels of unemployment may be experienced by Hispanics due to the higher participation rate of Hispanic males in the labor market. National data documents the tendency of Hispanic males to be concentrated in the younger, working age brackets more than in other groups. Also, the highest rates of unemployment are experienced by young workers, especially teenagers. While Hispanic females also have a higher proportion in this age group, it is not reflected in their work force participation rates. Limited educational attainment, language problems, and family constraints may be barriers to gainful employment for Hispanic females.

The table below indicates employment and unemployment levels for Michigan Hispanics in 1970 and 1980.

TABLE 10
Total Michigan and Hispanic Employment Levels
1970-1980

| | Total Michigan | | Hispanic | |
|---|---|---|---|---|
| | 1970 | 1980 | 1970 | 1980 |
| Population | 8,875,083 | 9,258,344 | 120,687 | 162,440 |
| Labor Force | 3,455,346 | 4,289,000 | 40,779 | 52,000 |
| Total Employment | 3,252,830 | 3,757,000 | 37,295 | 43,000 |
| Unemployment Rate | 5.9% | 12.6% | 8.6% | 17.3% |

Over this ten year span, the Hispanic unemployment level not only has remained consistently higher than the average rate but also has been compounded by a higher rate of increase. While total unemployment climbed 6.7%, Hispanic joblessness registered an 8.7% gain. In comparison, white unemployment increased 5.6% from 5.3% to 11.1%, while that for blacks jumped 13.6% from 10.3% to 23.9%. Unemployment rates rose to an average of 15.5% in 1982, with Hispanics showing a 23.8% rate.

Job Service Participation

A description of FY 1981 Job Service registrants, and Hispanics in particular, was provided in the preceding section on "Target Group Identification."

In FY 1983, Job Service registered 466,268 new job seekers, counseled 28,540, tested 9,836, and placed 94,312, of which 18,131 were minorities.

# CHAPTER V
# MICHIGAN YOUTH CORPS

## Agency Setting

The Michigan Youth Corps was established by Public Act 69 of 1983. This agency, with a director appointed by the Governor was totally state funded to provide summer employment programs. In 1983 the Departments of Agriculture, Education, Labor, Natural Resources and Transportation arranged for employment opportunities in State departments, local governments, schools and non-profit organizations with changes stemming from the first year's experience, the program was reviewed in 1984.

## Program Description

This special program was created with the objective of providing summer work experience for at least 25,000 unemployed youth (18-21 years) in Michigan.

Priority was given to those at the older limit of eligibility and from households with unemployed heads. Work experience was to be in useful community projects. Assistance in the development of work habits and career planning also is a program feature. In supervising these minimum-wage summer positions, employers were encouraged to apply the same work standards as used for regular employees. In 1983, specific Youth Corps projects included roadside clean-up, timberstand improvements, park landscaping, road paving, campground construction, park fencing and emergency food distribution.

While in the Youth Corps, most participants were engaged in more than one type of activity.

Project Stepping Stone was another component of the 1983 programs. Under direction of Youth Corps staff, 29 community colleges offered one-day career planning workshops. In addition, the AFL-CIO and Chambers of Commerce sponsored various job site visits for youth.

## Program Participation

In its first year, the Michigan Youth Corps provided 28,000 jobs at an average cost of $1,150. The program provided employment in all 83 counties of the state. Numbers of positions were determined by relative numbers of unemployed in each county.

At the time of this report, specific breakdowns for Hispanic participation in the 1983 program were not available. Aggregate figures, however, indicate that 60% of the participants were white, while 40% were black, Hispanic, or Native American.

Of the participants polled in a post-program sample, 90% felt the Youth Corps was a useful experience. Seventy-five percent indicated they had obtained a better idea of how to get and hold a job.

## Second Year Activities

As enacted for the summer of 1984, $17.9 million of State funds were expected to provide for around 15,000 jobs. Eligibility criteria were similar to those in the successful 1983 Corps. General Assistance recipients were special targets for this program. Applicants again were processed through MESC offices. More innovative projects were an objective of the new program. About 14,000 jobs were projected to be located in local units of government and non-profit agency organizations. The State Departments of Transportation and Natural Resources were to provide an additional 1,500 jobs.

# CHAPTER VI
# IMPLICATIONS

## CETA Programs

In reviewing Hispanic participation in CETA programs, implications can be derived for current JTPA activities and initiatives. Special community awareness could be promoted to involve Hispanics, particularly youth, in both targeted and non-targeted programs. Eligibility requirements could be more widely advertised through the media, schools and community organizations. Michigan Hispanics have tended to be respresented in these programs in proportion to their share of the population, this has not been true in terms of their share of unemployed or below poverty level population. With a history of positive terminations from CETA programs for Hispanics, elevated participation levels could be projected to result in enhanced in employment results, with lowered dependency on public assistance.

## Bureau of Community Services

Similarly, enhanced benefits to Hispanics could accrue from greater familiarity with, and use of services provided by this bureau. Local Community Action Agencies are accessible to persons who may not currently be availing themselves of services, such as weatherization or employment and training, for which they could be eligible. Improved documentation of client needs could provide a basis for advocating increased budget allocations. Particularly visible opportunities appear to exist in the specially targeted programs operated by the Michigan Economics for Human Development.

## Michigan Employment Security Commission

Because of data limitations, it is difficult to identify Hispanic participation in a number of MESC programs. However, the number of Hispanic Unemployment Insurance claimants in FY 1983 was greater than their population share. Census data from 1980 also shows a high (17.3%) level of unemployment for Hispanics in Michigan. Because of the indicated high levels of need, special attention could be placed in promoting awareness of MESC counseling, job placement, and other employment programs. Potential improvements include higher Job Service utilization by Hispanics and greater input into program development.

APPENDIX

## List of Appendix Tables


I. Total Enrollment in Michigan CETA Programs by Fiscal Year and Title

II. Consolidated Program Characteristics of Participants Entering Employment

III. Historical Summary of CETA

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V. JTPA/CETA Title Designations

VI. Distribution of JTPA Funds by Service Delivery Area

VII. Characteristics of Job Service Applicants FY 1981

VIII. Unemployment Services Provided FY 1983

Table I

TOTAL ENROLLMENT IN MICHIGAN CETA PROGRAMS BY FISCAL YEAR AND TITLE*

| FISCAL YEAR | HISPANIC/ SPANISH AMERICAN | TOTAL | PERCENT OF TOTAL |
|---|---|---|---|
| 1975 (7/1/74 through 6/30/75) | | | |
| Title I | 2,541 | 41,072 | 6.2% |
| Title II | 490 | 20,094 | 2.4% |
| Title III (Indian) | 0 | 348 | - |
| Title VI | 179 | 9,506 | 1.9% |
| TOTAL | 3,210 | 71,020 | 4.5% |
| 1976 (7/1/75 through 9/30/76) | | | |
| Title I | 4,743 | 93,767 | 5.1% |
| Title II | 650 | 27,501 | 2.4% |
| Title III (Indian) | 4 | 422 | 0.9% |
| (Migrant) | 2,834 | 3,499 | 81.0% |
| Title VI | 707 | 27,740 | 2.6% |
| TOTAL | 8,938 | 152,929 | 5.8% |
| 1977 (10/1/76 through 9/30/77) | | | |
| Title I | 3,742 | 78,569 | 4.8% |
| Title II | 438 | 20,776 | 2.1% |
| Title III (Indian) | 0 | 184 | - |
| (Migrant) | 3,289 | 4,065 | 80.0% |
| (SPEDY) | 2,454 | 47,074 | 5.2% |
| Title VI | 575 | 28,123 | 2.0% |
| Special Governor's Grant | 275 | 1,939 | 14.2% |
| TOTAL | 10,773 | 180,730 | 6.0% |
| 1978 (10/1/77 through 9/30/78) | | | |
| Title I | 3,487 | 79,787 | 4.4% |
| Title II | 187 | 8,778 | 2.1% |
| Title III (Indian) | 54 | 1,942 | 2.8% |
| (Migrant) | 3,970 | 5,342 | 74.3% |
| (SPEDY) | 1,951 | 47,890 | 4.1% |
| (YCCIP) | 82 | 1,602 | 5.1% |
| (YETP) | 531 | 13,073 | 4.1% |
| Title VI | 1,039 | 45,048 | 2.3% |
| Special Governor's Grant | 91 | 3,017 | 3.0% |
| TOTAL | 11,392 | 206,479 | 5.5% |

Table I (continued)

| FISCAL YEAR | HISPANIC/ SPANISH AMERICAN | TOTAL | PERCENT OF TOTAL |
|---|---|---|---|
| 1979 (10/1/78 through 9/30/79) | | | |
| Title II B/C** | 2,637 | 60,580 | 4.4% |
| Title II D*** | 368 | 16,206 | 2.3% |
| Title III (Indian) | 10 | 1,155 | 0.9% |
| (Migrant) | 4,699 | 5,575 | 84.3% |
| (STIP) | 18 | 1,424 | 1.3% |
| (HIRE) | 16 | 1,563 | 1.0% |
| Title IV (SYEP) | 1,276 | 38,262 | 3.3% |
| (YCCIP) | 113 | 1,920 | 5.9% |
| (YETP) | 675 | 14,750 | 4.6% |
| (GYG) | 157 | 938 | 16.7% |
| Title VI | 663 | 30,148 | 2.2% |
| Special Governor's Grant | 67 | 2,197 | 3.0% |
| TOTAL | 10,699 | 174,718 | 6.1% |
| 1980 (10/1/79 through 9/30/80) | | | |
| Title II B/C** | 2,453 | 66,530 | 3.7% |
| Title II D*** | 606 | 22,555 | 2.7% |
| Title III (Indian) | 0 | 1,628 | -- |
| (Migrant) | 5,915 | 6,806 | 86.9% |
| (STIP) | 19 | 1,696 | 1.1% |
| (HIRE) | 13 | 1,347 | 1.0% |
| Title IV (SYEP) | 1,284 | 40,287 | 3.2% |
| (YCCIP) | 120 | 2,210 | 5.4% |
| (YETP) | 685 | 17,685 | 3.9% |
| (GYG) | 57 | 675 | 8.4% |
| Title VI | 413 | 20,580 | 2.0% |
| Title VII | 86 | 3,161 | 2.7% |
| Special Governor's Grant | 13 | 1,371 | 0.9% |
| TOTAL | 11,664 | 186,531 | 6.3% |
| 1981 (10/1/80 through 9/30/81) | | | |
| Title IIB/C | 2,425 | 60,797 | 4.0% |
| Title IID | 498 | 17,195 | 2.9% |
| Title III (Indian) | 0 | 1,590 | - |
| (Migrant) | 3,462 | 3,951 | 87.6% |
| Title IV (SYEP) | 1,187 | 37,351 | 3.2% |
| (YCCIP) | 101 | 2,863 | 3.5% |
| (YETP) | 588 | 17,380 | 3.4% |
| (GYG) | 71 | 1,424 | 5.0% |
| Title VI | 250 | 10,924 | 2.3% |
| Title VII | 153 | 6,682 | 2.3% |
| Special Governor's Grant | 173 | 7,717 | 2.2% |
| TOTAL | 8,908 | 167,874 | 5.3% |

Table I (continued)

| FISCAL YEAR<br>PERCENT OF TOTAL | HISPANIC/<br>SPANISH AMERICAN | TOTAL | |
|---|---|---|---|
| 1982 (10/1/81 through 9/30/82) | | | |
| Title IIB/C | 2,070 | 53,087 | 3.9% |
| Title IID | 0 | 0 | 2.9% |
| Title III (Migrant) | 2,853 | 3,382 | 84.4% |
| Title IVA (Youth) | 417 | 11,56[illegible] | 3.6% |
| (GYG) | 35 | 340 | 10.3% |
| Title VIC (SYEP) | 1,032 | 29,420 | 3.5% |
| Title VII | 186 | 6,976 | 2.6% |
| Special Governor's Grant | 77 | 4,937 | 1.6% |
| TOTAL | 6,670 | 110,922**** | 6.0% |
| 1983 (10/1/82 through 9/30/83) | | | |
| Consolidated Program (Titles II B/C, IVA and VII) | 2,220 | 60,865 | 3.6% |
| Title III (Indian) | 0 | 385 | 0% |
| (Migrant) | 3,394 | 3,951 | 88.0% |
| Title IV (SYEP) | 1,264 | 36,799 | 3.4% |
| Special Governor's Grant (also GYG) | 70 | 3,424 | 2.0% |
| TOTAL | 6,948 | 105,317 | 6.6% |

*See Table V for Title [illegible]signations.
**Formerly Title I
***Formerly Title II
****Also includes Special Native American Programs

Source: Bureau of Employment and Training (Program Information and Evaluation Section), Michigan Department of Labor, Lansing, Michigan.

TABLE II

## Consolidated Program Characteristics of Participants Entering Employment

**Report Period: Fourth Quarter Fiscal 1983 (10/1/82 through 9/30/83)**

| CHARACTERISTICS | | Statewide Total | City of Ann Arbor | Balance of State | Bay County | City of Dearborn |
|---|---|---|---|---|---|---|
| TOTAL | | 19,776 | 129 | 4,234 | 240 | 129 |
| SEX | Male | 10,852 | 71 | 2,332 | 144 | 61 |
| | Female | 8,924 | 58 | 1,902 | 96 | 68 |
| AGE | 14 — 15 | 87 | 1 | 16 | 0 | 0 |
| | 16 — 19 | 3,508 | 10 | 772 | 35 | 34 |
| | 20 — 21 | 2,667 | 14 | 502 | 40 | 24 |
| | 22 — 44 | 12,043 | 94 | 2,634 | 154 | 54 |
| | 45 — 54 | 880 | 7 | 220 | 10 | 4 |
| | 55 and Over | 491 | 3 | 92 | 1 | 13 |
| EDUCATION STATUS | School Dropout | 3,200 | 16 | 701 | 53 | 18 |
| | Student (High School or Less) | 1,444 | 10 | 325 | 12 | 14 |
| | High School Graduate or Equiv. No Post H.S. | 9,967 | 20 | 2,553 | 142 | 61 |
| | Post High School Attendee | 5,165 | 83 | 655 | 33 | 36 |
| PUBLIC ASSI STATUS | Receiving AFDC (SSA Title IV) | 4,036 | 19 | 1,062 | 76 | 21 |
| | Receiving SSI (SSA Title XVI) | 237 | 0 | 70 | 1 | 1 |
| | Total Receiving Public Assistance | 6,581 | 20 | 1,560 | 129 | 30 |
| ECONOMIC STATUS | OMB Poy Level or 70% or less LLSIL | 19,052 | 127 | 4,059 | 240 | 126 |
| | 71% thru 85% of LLSIL | 78 | 1 | 15 | 0 | 1 |
| | 86% thru 100% of LLSIL | 42 | 0 | 9 | 0 | 0 |
| | Above 100% of LLSIL | 604 | 1 | 151 | 0 | 2 |
| ECONOMICALLY DISADVANTAGED | | 19,314 | 127 | 4,136 | 240 | 127 |
| FAMILY STATUS | Single Parent | 3,028 | 23 | 605 | 38 | 18 |
| | Parent in Two-Parent Family | 4,134 | 19 | 1,261 | 62 | 20 |
| | Other Family Member | 3,961 | 6 | 965 | 37 | 34 |
| | Non-Dependent Individual | 8,653 | 81 | 1,403 | 103 | 57 |
| ETHNIC GROUP | White (Not Hispanic) | 14,537 | 80 | 3,770 | 211 | 125 |
| | Black (Not Hispanic) | 4,039 | 45 | 289 | 4 | 0 |
| | Hispanic | 802 | 0 | 47 | 20 | 1 |
| | American Indian or Alaskan Native | 241 | 1 | 113 | 0 | 3 |
| | Asian or Pacific Islander | 157 | 3 | 15 | 5 | 0 |
| LIMITED ENGLISH SPEAKING ABILITY | | 249 | 4 | 13 | 2 | 3 |
| MIGRANT OR SEASONAL FARM FAMILY MEMBER | | 79 | 0 | 36 | 6 | 0 |
| VET GROUP | Veteran | 2,335 | 15 | 565 | 26 | 13 |
| | Vietnam-Era (Age 34 or Under) | 1,009 | 8 | 279 | 11 | 1 |
| | Special Disabled | 39 | 0 | 10 | 1 | 0 |
| HANDICAPPED | | 1,868 | 2 | 463 | 28 | 5 |
| OFFENDER | | 2,237 | 15 | 669 | 32 | 5 |
| DISPLACED HOMEMAKER | | 444 | 0 | 33 | 0 | 1 |
| IN SCHOOL | | 1,900 | 14 | 466 | 12 | 40 |
| LABOR FORCE STATUS | Underemployed | 1,192 | 19 | 250 | 17 | 5 |
| | Unemployed | 16,432 | 101 | 3,103 | 212 | 92 |
| | Other | 2,152 | 9 | 881 | 11 | 32 |
| UNEMPLOYMENT COMPENSATION CLAIMANT | | 3,103 | 19 | 718 | 23 | 18 |
| TJTC | | 1,085 | 0 | 100 | 37 | 0 |



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## TABLE III

### Historical Summary of CETA

| CETA TITLE | FISCAL YEAR 1975 | 1976 | 1977 | 1978 | 1979 | 1980 | 1981 | 1982 | 1983 |
|---|---|---|---|---|---|---|---|---|---|
| Title II B/C | | | | | | | | | |
| Expenditures $ | 27,562,078 | 86,055,195 | 82,142,673 | 87,111,807 | 71,603,971 | 73,606,493 | 91,514,040 | 82,280,810 | INA |
| Enrollment | 41,072 | 93,767 | 78,569 | 79,787 | 60,580 | 66,530 | 60,797 | 53,087 | INA |
| Cost per Person Served $ | 671 | 918 | 1,045 | 1,092 | 1,182 | 1,106 | 1,505 | 1,550 | - |
| Title IV A | | | | | | | | | |
| Expenditures $ | 0 | 0 | 0 | 14,672,095 | 21,564,233 | 26,662,524 | 30,515,929 | 13,147,564 | INA |
| Enrollment | 0 | 0 | 0 | 14,675 | 16,670 | 19,920 | 20,243 | 11,569 | INA |
| Cost per Person Served $ | - | - | - | 1,000 | 1,294 | 1,338 | 1,507 | 1,136 | - |
| Title VII | | | | | | | | | |
| Expenditures $ | 0 | 0 | 0 | 0 | 0 | 5,604,740 | 12,247,942 | 13,849,244 | INA |
| Enrollment | 0 | 0 | 0 | 0 | 0 | 3,161 | 6,682 | 6,976 | INA |
| Cost per Person Served $ | - | - | - | - | - | 1,773 | 1,833 | 1,985 | - |
| Consolidated Sub-Total | | | | | | | | | |
| Expenditures $ | 27,562,078 | 86,055,195 | 82,142,673 | 101,783,902 | 93,168,204 | 105,873,757 | 134,277,911 | 109,277,618 | 97,561,715 |
| Enrollment | 41,072 | 93,767 | 78,569 | 94,462 | 77,250 | 89,611 | 87,722 | 71,632 | 60,865 |
| Cost per Person Served $ | 671 | 918 | 1,045 | 1,078 | 1,206 | 1,181 | 1,531 | 1,526 | 1,603 |
| Titles II D and VI (PSE) | | | | | | | | | |
| Expenditures $ | 83,786,428 | 218,433,956 | 188,624,047 | 303,101,175 | 248,629,260 | 179,426,517 | 127,328,330 | 0 | 0 |
| Enrollment | 29,600 | 55,241 | 48,859 | 53,826 | 46,354 | 43,135 | 28,119 | 0 | 0 |
| Cost per Person Served $ | 2,831 | 3,954 | 3,857 | 5,631 | 5,364 | 4,160 | 4,528 | - | - |
| Title I/ C (SYEP) | | | | | | | | | |
| Expenditures $ | 0 | 0 | 23,960,614 | 28,755,673 | 24,490,256 | 27,139,867 | 28,991,213 | 24,923,858 | 31,435,876 |
| Enrollment | 0 | 0 | 47,074 | 47,890 | 38,262 | 40,287 | 37,351 | 29,420 | 36,799 |
| Cost per Person Served $ | - | - | 509 | 600 | 640 | 674 | 776 | 847 | 854 |
| Administrative Cost Pool $ | 0 | 0 | 0 | 0 | 22,521,705 | 46,048,256 | 50,577,028 | 35,662,378 | 31,606,119 |
| Special CETA Programs | | | | | | | | | |
| Expenditures | 429,866 | 1,287,407 | 2,721,972 | 10,842,759 | 14,420,628 | 26,111,771 | 29,244,332 | 17,651,700 | 15,979,943 |
| Enrollment | 348 | 3,921 | 6,188 | 11,433 | 12,852 | 13,523 | 14,682 | 9,870 | 7,653 |
| Cost per Person Served $ | 1,235 | 328 | 440 | 948 | 1,122 | 1,931 | 1,992 | 1,788 | 2,088 |
| Total All Titles | | | | | | | | | |
| Expenditures $ | 111,778,372 | 305,776,558 | 297,449,306 | 444,493,509 | 403,230,053 | 384,600,168 | 370,418,814 | 187,515,554 | 176,583,653 |
| Enrollment | 71,020 | 152,929 | 180,730 | 207,611 | 174,718 | 186,556 | 167,874 | 110,922 | 105,317 |
| Cost per Person Served $ | 1,574 | 1,999 | 1,646 | 2,141 | 2,308 | 2,062 | 2,206 | 1,691 | 1,677 |

NOTE. Special CETA programs include Title III Native American (FY 1975 - FY 1983), Title III Migrant and Seasonal Farmworker (FY 1976 - FY 1983), Special Governor's Grant (FY 1977 - FY 1983), Governor's Youth Grant (FY 1978 - FY 1983), HIRE (FY 1978 - FY 1980), STIP (FY 1978 - FY 1980), Vocational Education expenditures (FY 1978, FY 1980 - FY 1983), and Governor's Grant administrative cost pool (FY 1980 - FY 1983).

Fiscal year 1976 includes five quarters: 7/1/75 - 9/30/76.

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TABLE IV

Summary of Financial Activity Statewide Consolidated Programs

| | Fiscal Year 1983 | | Fiscal Year 1982 | | Fiscal Year 1981 | |
|---|---|---|---|---|---|---|
| | DOLLARS EXPENDED | % Of ACCRUED EXPENDI-TURES | DOLLARS EXPENDED | % Of ACCRUED EXPENDI-TURES | DOLLARS EXPENDED | % Of ACCRUED EXPENDI-TURES |
| ALLOWANCES | 18,024,140 | 18% | 24,514,682 | 22% | 29,211,172 | 22% |
| WAGES | 19,404,283 | 20% | 25,201,872 | 23% | 39,129,609 | 29% |
| FRINGE BENEFITS | 1,710,294 | 2% | 2,346,196 | 2% | 3,856,162 | 3% |
| TRAINING | 26,861,750 | 28% | 24,789,744 | 23% | 29,759,926 | 22% |
| SERVICES | 31,561,248 | 32% | 32,425,124 | 30% | 32,321,042 | 24% |
| ACCRUED EXPENDITURES* $ | 97,561,715 | 100% | 109,277,618 | 100% | 134,277,911 | 100% |

*Excludes administrative expenditures.



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TABLE V

## JTPA/CETA Title Designations

| JOB TRAINING PARTNERSHIP ACT | CETA AMENDMENTS OF 1978 |
|---|---|
| TITLE I - ADMINISTRATIVE PROVISIONS | TITLE I - ADMINISTRATIVE PROVISIONS |
| TITLE II - TRAINING SERVICES FOR THE DISADVANTAGED | TITLE II - COMPREHENSIVE EMPLOYMENT AND TRAINING SERVICES |
| Part A - Adult and Youth Programs<br>Part B - Summer Youth Programs | Part A - Financial Assistance Provisions (SGG)<br>Part B - Services to Economically Disadvantaged<br>Part C - Upgrading and Retraining Program<br>Part D - Transitional Employment Opportunities for Economically Disadvantaged |
| TITLE III - ASSISTANCE FOR DISLOCATED WORKERS | TITLE III - SPECIAL FEDERAL RESPONSIBILITIES |
| TITLE IV - FEDERALLY ADMINISTERED PROGRAMS | Part A - Special National Programs and Activities<br>Part B - Research, Training, and Evaluation |
| Part A - Programs for Native Americans and Migrant and Seasonal Farmworkers<br>Part B - Job Corps<br>Part C - Veteran's Employment Programs<br>Part D - National Activities<br>Part E - Labor Market Information<br>Part F - National Commission for Employment Policy<br>Part G - Affirmative Action Obligations | TITLE IV - YOUTH PROGRAMS |
| | Part A - Youth Employment Demonstration Programs (YIEPP, YETP, YCCIP, GYG)<br>Part B - Job Corps<br>Part C - Summer Youth Employment Program (SYEP) |
| TITLE V - MISCELLANEOUS PROVISIONS | TITLE V - NATIONAL COMMISSION FOR EMPLOYMENT POLICY |
| | TITLE VI - COUNTERCYCLICAL PUBLIC SERVICE EMPLOYMENT PROGRAM |
| | TITLE VII - PRIVATE SECTOR OPPORTUNITIES FOR THE ECONOMICALLY DISADVANTAGED - (PSIP) |
| | TITLE VIII - YOUNG ADULT CONSERVATION CORPS (YACC) |



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TABLE VI
Distribution of JTPA Funds by Service Delivery Area

| Map Location | Service Delivery Areas | Title II A Initial Program Period (10/1/83 - 6/30/84) | Title II B Summer 1984 (1/1/84 - 12/31/84) | Title II A Program Year 1984 (7/1/83 - 6/30/85) |
|---|---|---|---|---|
| 05 | Berrien/Cass/Van Buren | $ 2,009,517 | $1,200,069 | $ 2,595,643 |
| 11 | CAPC | 1,318,656 | 758,281 | 1,640,095 |
| 07 | Detroit, City of | 12,239,683 | 7,126,394 | 15,413,769 |
| 08 | Downriver/Monroe | 2,657,421 | 1,622,645 | 3,509,639 |
| 09 | Eastern Upper Peninsula | 505,580 | 307,251 | 664,557 |
| 10 | Genesee/Shiawassee | 4,366,653 | 2,413,106 | 5,219,337 |
| 24 | GPAC | 1,767,199 | 1,074,493 | 2,324,034 |
| 15 | GRAETC II | 2,666,611 | 1,564,982 | 3,384,919 |
| 14 | Kalamazoo/St. Joseph | 1,428,473 | 838,570 | 1,813,753 |
| 17 | Lansing Tri-County | 2,415,348 | 1,375,117 | 2,974,257 |
| 19 | Macomb/St. Clair | 5,556,755 | 3,247,260 | 7,023,539 |
| 03 | Mid Counties | 1,569,787 | 927,303 | 2,005,675 |
| 20 | Muskegon/Oceana | 1,424,827 | 864,255 | 1,869,307 |
| 21 | Northeast Michigan | 1,058,845 | 639,780 | 1,383,788 |
| 22 | Northwest Michigan | 1,622,473 | 969,733 | 2,097,448 |
| 23 | Oakland County, Balance of | 3,832,557 | 2,312,168 | 5,001,018 |
| 01 | Ottawa/Allegan | 1,238,415 | 750,027 | 1,622,242 |
| 02 | Region 7B | 931,242 | 562,833 | 1,217,359 |
| 12 | Region II | 1,943,560 | 1,149,265 | 2,485,759 |
| 04 | Saginaw/Midland/Bay | 2,852,945 | 1,646,037 | 3,560,233 |
| 06 | Six County | 1,466,597 | 902,698 | 1,952,457 |
| 13 | Thumb Area | 1,454,067 | 850,830 | 1,840,271 |
| 18 | WALTEC | 1,987,761 | 1,203,684 | 2,603,463 |
| 25 | Wayne County, Balance of | 3,815,287 | 2,142,386 | 4,633,794 |
| 16 | West Central | 946,982 | 570,434 | 1,233,798 |
| 26 | Western Upper Peninsula | 718,459 | 458,641 | 992,000 |
| | TOTAL | $63,815,700 | $37,478,242 | $81,062,154 |

| Governor's Programs: | I.P.P. | PY 1984 |
|---|---|---|
| Education Coordination & Grants | $ 6,545,200 | $ 8,314,067 |
| Training Programs for Older Workers | 2,454,450 | 3,117,775 |
| Incentive Grants and Technical Assistance | 4,908,900 | 6,235,551 |
| Administration, Governor's Coordination, MJTCC | 4,090,750 | 5,196,292 |
| TOTAL | $17,999,300 | $22,863,685 |

| Title III Programs | | |
|---|---|---|
| I.P.P. | $ 5,059,450 | |
| PY 1984 | $11,578,385 | |

| Title IV | | |
|---|---|---|
| I.P.P.: | Native American Programs | $973,731 |
| | Migrant and Seasonal Farmworker Programs | $824,011 |

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TABLE VII

Characteristics of Job Service Applicants FY 1981

| | TOTAL | ECONOMICALLY DISADVANTAGED | WELFARE RECIP-IENTS | HANDI-CAPPED | VETERAN TOTAL | VIETNAM VETERANS |
|---|---|---|---|---|---|---|
| TOTAL | | | | | | |
| AGE | | | | | | |
| TOTAL | 8,037 | 5,869 | 3,919 | 443 | 837 | 213 |
| 14-15 | 49 | 39 | 7 | 1 | 2 | - |
| 16-17 | 245 | 204 | 140 | 1 | 1 | - |
| 18 | 250 | 188 | 113 | 3 | 1 | 1 |
| 19 | 273 | 180 | 69 | 3 | 2 | - |
| 20-21 | 546 | 355 | 179 | 9 | 14 | 3 |
| 22-24 | 927 | 604 | 360 | 30 | 87 | 8 |
| 25-44 | 4,513 | 3,415 | 2,432 | 262 | 558 | 222 |
| 45-54 | 844 | 640 | 472 | 81 | 108 | 6 |
| 55-64 | 346 | 217 | 136 | 39 | 55 | - |
| 65+ | 44 | 27 | 11 | 4 | 9 | 3 |
| MALE | | | | | | |
| AGE | | | | | | |
| TOTAL | 4,373 | 3,038 | 1,830 | 253 | 771 | 220 |
| 14-15 | 30 | 23 | 3 | - | 2 | - |
| 16-17 | 138 | 115 | 79 | 1 | 1 | - |
| 18 | 140 | 106 | 64 | 1 | 1 | 1 |
| 19 | 145 | 91 | 35 | 3 | 2 | - |
| 20-21 | 313 | 207 | 103 | 6 | 7 | - |
| 22-24 | 629 | 421 | 252 | 24 | 81 | 8 |
| 25-44 | 2,382 | 1,684 | 1,071 | 150 | 516 | 205 |
| 45-54 | 375 | 261 | 157 | 42 | 100 | 4 |
| 55-64 | 193 | 113 | 61 | 23 | 54 | - |
| 65+ | 28 | 17 | 5 | 3 | 7 | 2 |
| FEMALE | | | | | | |
| AGE | | | | | | |
| TOTAL | 3,664 | 2,831 | 2,089 | 190 | 66 | 23 |
| 14-15 | 19 | 16 | 4 | - | - | - |
| 16-17 | 107 | 89 | 61 | - | - | - |
| 18 | 110 | 82 | 49 | 2 | - | - |
| 19 | 128 | 89 | 34 | - | - | - |
| 20-21 | 233 | 148 | 76 | 3 | 7 | 3 |
| 22-24 | 298 | 183 | 108 | 6 | 6 | - |
| 25-44 | 2,131 | 1,731 | 1,361 | 112 | 42 | 17 |
| 45-54 | 469 | 379 | 315 | 49 | 8 | 2 |
| 55-64 | 153 | 104 | 75 | 16 | 1 | - |
| 65+ | 16 | 10 | 6 | 1 | 2 | 1 |

SOURCE: MESC BUREAU OF RESEARCH AND STATISTICS





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# TABLE VIII

## Unemployment Services Provided FY 1983

TABLE 06 ALL INDIVIDUALS 09/30/83 MICHIGAN STATE MICHIGAN TABLE 06
DEGREE OF SERVICE PROVIDED APPLICANTS

| ITEM NO | CHARACTERISTICS OF APPLICANTS | NEW APPS INCL PARTIAL | NEW APPS AND RENEWAL | APPLICANTS ACTIVE AT ANY TIME THIS FY: TOTAL | REGISTERED | PARTIALLY REGISTERED | APPLICANTS PROVIDED: POS TERM SERVICE | OTHER SERVICE [8] | PLACED IN INACTIVE FILE WITH: POS TERM SERVICE | OTHER SERVICE | NO REPORT SERVICE [88] | ACTIVE FILE END OF PERIOD | FUTURE FED USE |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| A | B | C | D | E | F | G | H | I | J | K | L | M | N |
| 06010 | TOTAL | 466208 | 528365 | 690997 | 637605 | 53392 | 95954 | 157663 | 90733 | 146275 | 317712 | 173297 | 0 |
| | AGE | | | | | | | | | | | | |
| 06015 | 15 AND UNDER | 3290 | 3496 | 3939 | 1177 | 2762 | 2382 | 570 | 2399 | 547 | 725 | 380 | 0 |
| 06020 | 16-19 | 61786 | 65015 | 72933 | 56711 | 16222 | 26076 | 14475 | 25070 | 12693 | 25242 | 13036 | 0 |
| 06025 | 20-21 | 55652 | 60408 | 71804 | 59889 | 11915 | 21888 | 12686 | 21119 | 11182 | 28662 | 14769 | 0 |
| 06030 | 22-39 | 250514 | 287829 | 387408 | 372671 | 14737 | 34999 | 91945 | 32476 | 86009 | 190345 | 101348 | 0 |
| 06060 | 40-54 | 64009 | 75641 | 105228 | 101644 | 3584 | 6118 | 26281 | 5553 | 24778 | 50859 | 29498 | 0 |
| 06065 | 55 AND OVER | 25615 | 30573 | 44288 | 42945 | 1343 | 1960 | 10819 | 1796 | 10619 | 21134 | 12350 | 0 |
| | SEX | | | | | | | | | | | | |
| 06080 | MALE | 276633 | 317636 | 422157 | 396295 | 25862 | 50477 | 106509 | 47703 | 100539 | 189658 | 109579 | 0 |
| 06085 | FEMALE | 177794 | 190885 | 257002 | 238825 | 18177 | 36426 | 50174 | 34197 | 45107 | 126855 | 62504 | 0 |
| | HIGHEST SCHOOL GRADE | | | | | | | | | | | | |
| 06095 | 0-7 | 10675 | 12127 | 15817 | 9691 | 6126 | 4507 | 3011 | 4342 | 2896 | 6099 | 3375 | 0 |
| 06100 | 8-11 | 107388 | 123128 | 159005 | 143830 | 15175 | 24472 | 36105 | 23164 | 34027 | 74086 | 36031 | 0 |
| 06105 | 12 | 214535 | 245690 | 326001 | 314309 | 11692 | 34660 | 74989 | 32278 | 68797 | 156204 | 87283 | 0 |
| 06110 | OVER 12 | 105067 | 118796 | 161560 | 155876 | 5684 | 16857 | 40038 | 15814 | 38307 | 75597 | 40903 | 0 |
| | RACE/ETHNIC | | | | | | | | | | | | |
| 06135 | WHITE (NOT HISPANIC) | 344492 | 395553 | 523444 | 498205 | 25239 | 58015 | 119830 | 54174 | 110756 | 258094 | 135299 | 0 |
| 06140 | BLACK (NOT HISPANIC) | 85521 | 94318 | 124222 | 118520 | 5702 | 16310 | 30442 | 15411 | 29004 | 57458 | 30851 | 0 |
| 06145 | HISPANIC | 13123 | 14803 | 18337 | 11321 | 7016 | 5368 | [illegible] | 5106 | 4534 | 5836 | 4093 | 0 |
| 06150 | AMERICAN INDIAN & ALASKAN NATIVE | 1578 | 1839 | 2298 | 2164 | 134 | 385 | 568 | 371 | 534 | 1013 | 559 | 0 |
| 06155 | ASIAN & PACIFIC ISL. | 1911 | 2179 | 2820 | 2592 | 228 | 360 | 575 | 336 | 525 | 1500 | 596 | 0 |
| 06160 | INA | 2164 | 2251 | 2960 | 570 | 1890 | 1936 | 133 | 1986 | 138 | 256 | 127 | 0 |
| 06165 | ELIGIBLE CLAIMANT | 219189 | 239641 | 371519 | 366352 | 5167 | 15730 | 69358 | 14621 | 61337 | 131071 | 108679 | 0 |
| 06170 | STATE | 151938 | 157431 | 250217 | 247369 | 2848 | 8670 | 38923 | 8324 | 36852 | 120000 | 68146 | 0 |
| 06171 | EXTENDED BENEFIT | 40807 | 49875 | 101512 | 99573 | 1939 | 4107 | 15679 | 3609 | 12981 | 52184 | 18647 | 0 |
| 06175 | VETERAN | 56668 | 71300 | 106995 | 104143 | 2352 | 8880 | 51050 | 8159 | 50318 | 21816 | 34819 | 0 |
| 06185 | DISABLED | 1857 | 2433 | 3912 | 3361 | 51 | 435 | 1856 | 410 | 1630 | 493 | 1223 | 0 |
| 06190 | VIETNAM ERA | 24255 | 30570 | 45821 | 44821 | 1000 | 4101 | 22468 | 3786 | 22474 | 8970 | 14696 | 0 |
| 06200 | OTHER ELIG VET PREF | 1004 | 1064 | 1392 | 1332 | 60 | 153 | 559 | 132 | 461 | 579 | 340 | 0 |
| 06210 | HANDICAPPED | 13028 | 16085 | 22575 | 22019 | 556 | 1847 | 8013 | 1694 | 7750 | 8450 | 6136 | 0 |
| 06240 | WELFARE | 36482 | 37224 | 47129 | 45450 | 1679 | 5581 | 14098 | 5113 | 11546 | 19925 | 13345 | 0 |
| 06245 | WIN | 6 | 9 | 120 | 114 | 6 | 32 | 8 | 0 | 0 | 0 | 120 | 0 |
| 06250 | TITLE IV C | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 06275 | SEASONAL FARMWORKER | 4878 | 5510 | 7210 | 1534 | 5676 | 2954 | 2128 | 2927 | 2327 | 1038 | 1519 | 0 |
| 06280 | MIGRANT FARMWORKER | 4152 | 4695 | 6084 | 671 | 5413 | 2728 | 1826 | 2709 | 2015 | 0 | 1168 | 0 |
| 06285 | MIGRANT FOOD PROCESS WORKER | 86 | 100 | 135 | 116 | 19 | 22 | 33 | 22 | 27 | 65 | 30 | 0 |

8 DURING THE CURRENT FISCAL YEAR
88 DURING THE CURRENT FISCAL YEAR OR LAST SPELL OF ACTIVE STATUS IN THE PREVIOUS FISCAL YEAR



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